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SANTA CLARA COUNTY

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FOR YOUR REVIEW

August 1980

The County of Santa Clara is revising its General Plan to guide the county's future development and meet the challenges of the 1980's. This draft Plan was prepared by the County's General Plan Advisory Committee. Your comments and suggestions regarding this Plan are invited at the public hearings indicated on the back cover.

Planning for the 80's

TABLE OF CONTENTS

1	PART 1 - OVERVIEW	
3	PART 2 - SUMMARY	
	URBAN AREA POLICIES SUMMARY	3
	RURAL AREAS POLICIES SUMMARY	3
	LAND USE MAP DESCRIPTION	3
	SUMMARY OF GENERAL PLAN ISSUES AND POLICIES	3
6	PART 3 - POLICIES AND IMPLEMENTATION	
6	NATURAL ENVIRONMENT	
	Scenic Resources	6
	Air Quality	7
	Water Resources	8
	Special Water Environments	10
	Agriculture	11
	Vegetation, Wildlife Habitat, and Mountain Soils	13
	Heritage Resources	15
	Mineral Resources	17
17	CONSTRUCTED ENVIRONMENT	
	Managing Urban Growth and Development	17
	Unincorporated Pockets	21
	Facilities and Services	24
	Solid Waste	25
	Energy	27
	Unincorporated Development	32
34	HOUSING	
	Increasing the Supply of Affordable Housing	35
	Financial Assistance for Low and Moderate Income Housing	37
	Preserving Existing Affordable Housing	38
	Housing Conservation and Rehabilitation	39
	Equal Housing Opportunities	40
	Special Housing Needs	41
	Housing in Unincorporated Areas	42
42	TRANSPORTATION	
	Transportation, Land Use, and the Environment	43
	Freeways, Expressways, and Arterial Streets	44
	Public Transit	45
	Bikeways and Pedestrian Paths	46
	An Integrated Transportation System	46
47	RECREATION AND CULTURE	
	Regional Parks	47
	Trails and Pathways	48
	Scenic Highways	49
50	ECONOMIC WELL-BEING	
	Economic Development	50
	Unemployment and Underemployment	53
55	PUBLIC SAFETY	
	Role of the General Plan in Public Safety	55
	Hazards of Land Instability	56
	Seismic Hazards	57
	Flood Hazards	60
	Fire	62
	Airport Safety	64
64	HEALTH	
	Role of the General Plan	64
	Countywide Growth and Health Needs	64
	Sanitation	65
	Noise	67
69	SOCIAL WELL-BEING	
	Ethnic Composition of the County	70
	Income Characteristics of the County	70
	Aging of the Population	70
	Status of Women	71
	Physically Disabled	71
72	GENERAL GOVERNMENT	
	Countywide Planning and Intergovernmental Coordination	72
	Governmental Organization and Functions	73
	Governmental Finance	73
	The General Plan and County Government	74
	State Planning Objectives	74
	Administration of the General Plan	75
	Citizen Participation in the Planning Process	75
76	PART 4 - APPENDICES	
	Density Criteria for the Rural Residential Designations	76
	Los Gatos Watershed Land Use Policies	76
	San Martin Land Use Policies	77

PULL-OUT MAPS (Located between pages 38 and 39)	
LAND USE PLAN MAP	L1
TRANSPORTATION CORRIDORS	T1
PUBLIC TRANSIT SYSTEM - BUSES	T2
PUBLIC TRANSIT SYSTEM - RAIL SERVICE	T2
PROPOSED HIGH OCCUPANCY VEHICLE LANES	T3
ARTERIAL BIKEWAYS PLAN	T3
PLAN FOR REGIONAL PARKS, TRAILS, AND SCENIC HIGHWAYS	P1
BACK COVER	
General Plan Adoption Schedule Rosters	



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OVERVIEW

Santa Clara County has long been considered one of the best areas of the United States in which to live and work. The largest county in the San Francisco Bay region, Santa Clara County is a fertile valley ringed with rolling hills. The county's geography and proximity to the Pacific Ocean produce a temperate climate that is pleasant year round. The area's dynamic economy and attractive living environment have served as a magnet drawing people to the county from all over the country.

These attractive features have resulted in very rapid rates of growth during the past two decades. More people and jobs are likely to locate in this area in the coming decade. Because many problems have accompanied this area's rapid growth, it is vital that future expansion be managed wisely to assure that the fine qualities that have attracted many people to this area are preserved and enhanced.

This General Plan defines a path to follow in adopting to growth and change in the coming decade. It channels future urban growth into cities, conserves the natural resources of presently rural areas, and restricts development from hazardous areas. This plan defines a framework for cooperative efforts between the County and its fifteen cities to secure more balanced and orderly urban growth of the metropolitan area which is sensitive to the needs of all segments of the community.

A DECADE OF CHALLENGES

The 1980's will be a decade of major challenges for Santa Clara County - challenges that will directly affect the quality of life in the county for years to come. Among these challenges are:

- o Ensuring that future growth of housing and industry and the development of major public facilities are coordinated and are compatible with the preservation and enhancement of environmental quality.
- o Providing an adequate supply of affordable housing.
- o Maintaining the county's healthy economic base.
- o Reducing unemployment, particularly among the chronically unemployed.

- o Financing the upgrading or replacement of public facilities which have reached capacity.
- o Maintaining the level of essential public services in the face of rising inflation and limited government revenues.
- o Improving the efficiency and reliability of our public transit system.
- o Reducing unnecessary energy consumption.
- o Providing ample publicly owned park and open space areas.
- o Protecting remaining agricultural lands and major open space areas.
- o Providing necessary social services to those with special needs.
- o Coordinating public decisionmaking processes among the fifteen cities, the County, and other agencies to solve countywide problems.

Nearly all of these challenges are related to or affected by one central factor -- the decisions regarding the magnitude, location, and character of the county's continuing growth.

CONTINUING GROWTH

For most of the last three decades, Santa Clara County has had one of the fastest growth rates in the country. From a population of 250,000 in 1950, the county's population has grown to more than 1.2 million people. With that rapid growth has come major changes in the county's landscape, its economy, and the composition of its population.

As recently as the mid-1950's, Santa Clara County was still predominantly rural, with an economy based largely upon agriculture. Today, less than thirty years later, the northern Santa Clara Valley has been transformed into a vast urban metropolis with an economy dominated by high technology electronics firms.

During the coming decade, it is projected that Santa Clara County will continue to experience significant growth, particularly employment growth related to the expansion of local electronics firms. The county's

population is projected to increase by 91,000 more people by 1990 -- that's roughly equivalent to adding another city the size of Sunnyvale. During that same period, the county's housing supply is projected to increase by 73,000 more housing units -- as many as currently exist in the cities of Palo Alto and Sunnyvale. And perhaps most significant, the number of jobs in the county could increase by 163,000, which is as many as currently exist in the job-rich cities of Palo Alto and Santa Clara.

GROWTH PROJECTIONS SANTA CLARA COUNTY 1980-1990			
	Population	Housing Units	Employment
1980 Total	1,251,000	469,000	692,000
Projected Growth	91,000	73,000	163,000
1990 Total	1,342,000	542,000	855,000
Percent Increase	7%	16%	24%

NEW CONDITIONS

Most of Santa Clara County's past growth has occurred during an era in which gasoline and other sources of energy were relatively abundant and inexpensive, there was ample vacant flat land in the northern Santa Clara Valley to accommodate development, and public agencies had ample funds to provide necessary public services and facilities to new development. As a result, the county's urban area developed at relatively low suburban densities in a pattern which makes county residents highly dependent upon their individual automobiles to get to work and to other destinations. As growth proceeded, the urban area simply expanded outward and new public facilities such as freeways, expressways, and sewage treatment plants were built or expanded to accommodate the additional growth.

Accommodating additional growth in the 1980's will not be so easy. The supply of vacant flat land in the northern Santa Clara Valley is rapidly being depleted. The incredibly high cost of housing makes ownership of a single family home an unrealistic expectation for most households. Increasing gasoline costs are making long distance commuting even more expensive. Existing freeways,

OVERVIEW

expressways, and sewage treatment facilities are operating at or even beyond the capacities for which they were designed. Construction costs are rising sharply while public revenues are becoming more and more uncertain. Consequently, it will be vastly more difficult for local and even state agencies to find the funds necessary to expand the facilities that growth requires.

Given these new conditions, it is clear that simply continuing past policies will not solve existing and future problems, and in fact may actually make them worse. New solutions and policies to guide our future growth are called for if we are to meet the challenges of the 1980's and preserve the quality of life in the county.

INTERRELATED PROBLEMS REQUIRING COMPREHENSIVE SOLUTIONS

Many of the challenges Santa Clara County faces during the next ten years are closely interrelated. Transportation, energy conservation, growth, and land use decisions are inextricably intertwined. Decisions affecting one of them have the potential to affect all the others as well. The various effects, however, may not be of a similar nature. Thus, actions taken to solve one problem may have adverse impacts on other problems. Consequently, it is essential that these problems be addressed in a coordinated, comprehensive fashion rather than a one-at-a-time piecemeal manner.

COUNTYWIDE ACTION NEEDED

Many of the problems Santa Clara County faces are countywide in nature -- they don't stop at individual city boundaries. Yet land use jurisdiction in the county is fragmented among fifteen separate cities and the County. Consequently, effective countywide implementation of solutions to countywide problems generally requires the concurrence of most, if not all, of these sixteen separate jurisdictions (not to mention the various special districts and other agencies where decisions and activities can affect land use and development in the county).

Various organizations have been created in Santa Clara County to facilitate intergovernmental coordination and cooperation, including the existing Intergovernmental Council (IGC) and its predecessor the Planning Policy Committee (PPC). These organizations have been helpful in encouraging dialogue among the various jurisdictions.

To date, the intergovernmental organizations involved in planning have been voluntary, with no authority to implement their recommendations or to prevent actions from being taken which are contrary to their recommendations. A informal voluntary approach

may not be adequate to meet successfully the challenges of the 1980's. This Plan proposes the establishment of a process for countywide planning, coupled with a means of ensuring that local land use decisions are consistent with a countywide plan.

IMPLEMENTATION RESPONSIBILITIES

The County's General Plan is intended to serve as a guide for countywide action in managing the county's development and meeting the challenges of the 1980's. As such, its recommendations are aimed at all government agencies, community organizations, and private firms which have the power to help implement its policies and recommendations.

Adoption of this General Plan by the Board of Supervisors constitutes a commitment by the County to take all those actions within its power to carry out the policies of the Plan. It is hoped that the cities and other governmental agencies, as well as community organizations and private businesses upon whom the Plan may not be legally binding will concur with the Plan's recommendations and will voluntarily take those actions within their powers to implement the Plan.

MANAGING URBAN GROWTH AND PROTECTING NATURAL RESOURCES

In confronting the challenges of the 1980's, perhaps no challenges are more important in determining the future quality of life in Santa Clara County than managing urban growth and protecting the county's natural resources.

During the 1960's, the checkerboard pattern of urban sprawl that leapfrogged across the landscape of the northern Santa Clara Valley gave the county national notoriety as a textbook example of the excesses of uncontrolled urban growth. Much of what happened then was the result of fragmented planning and inadequate policies to govern urban growth.

In an effort to deal with these problems, countywide urban development policies were adopted in the early 1970's by the County, the fifteen cities, and the Local Agency Formation Commission (LAFCO) which is the state-mandated local agency responsible for preventing urban sprawl.

These countywide urban development policies established two basic principles. First, urban development should occur only on lands annexed to cities, since they are the agencies primarily responsible for the provision of urban services and facilities to urban development. Conversely, urban development should not be allowed to occur on unincorporated lands under the County's land use jurisdiction.

Second, to assure that urban development occurs in an orderly fashion, it should be permitted only within explicitly delineated "urban service area boundaries" within which urban services and facilities can be provided most efficiently.

The urban development policies adopted in the early 1970's have served simultaneously to provide for orderly urban growth and to protect rural areas from inappropriate or premature development. As such, they have been reasonably effective in preventing the type of scattered urban development that occurred so flagrantly during the 1960's.

Although they have prevented repetition of the mistakes of the past, the urban development policies which were adopted ten years ago are not sufficiently comprehensive to deal with some of the major urban growth issues currently confronting the county. This Plan supplements these countywide urban development policies so that they will provide for more effective urban growth management in the 1980's.

THE COUNTY'S ROLE IN COUNTYWIDE PLANNING

The countywide urban development policies adopted in the early 1970's established that urban development should occur only within cities and that cities should plan for orderly urban growth. Under these policies, the County has deferred direct responsibility for planning urban development to the fifteen cities and has focused the attention of its direct planning efforts primarily on Santa Clara County's rural open space areas.

This agreement on the division of direct planning responsibility between the cities and the County has been a notable success in controlling urban sprawl and increasing the efficiency of service provision. At the same time, the division of planning responsibility has fostered a narrow view of urban growth management, with most planning efforts looking at only one city at a time.

In recent years, it has become increasingly apparent that finding solutions to the problems related to urban growth requires coordinated countywide planning. Consequently, the County, along with the cities, may play a greater role in identifying countywide trends and problems and in seeking coordinated planning and action among the fifteen cities, the County, and other agencies whose decisions and activities affect the urban development process.



PART 2 - SUMMARY

Urban Area Policies Summary

In summarized form, the County's General Plan policies for the urban area recommend that over the next ten years:

1. Most of the county's future development should be accommodated within the existing urban area. Urban development should not be extended into the hillsides, the Coyote Valley, nor most of the South Valley.
2. Future urban development should occur within cities.
3. New jobs and housing should be located closer together. Few new jobs should be located in job rich cities.
4. The rate of employment growth should be consistent with:
 - a. The rate of new housing construction;
 - b. The ability of local agencies to provide necessary urban services and facilities without lessening the level of services provided to existing neighborhoods;
 - c. The capacities of urban facilities, particularly roads and sewage treatment facilities;
 - d. The attainment of environmental quality objectives, particularly those related to improving air quality; and
 - e. New jobs and job training programs should emphasize provision of employment opportunities for those who are chronically unemployed.
5. More affordable housing for all income groups should be made available throughout the county.
6. The housing supply should be increased to keep pace with planned increases in employment.
7. The density of new residential development should be increased, particularly near major employment centers and adjacent to major public transit routes.
8. Existing housing should be conserved and maintained in a safe and sanitary condition.
9. The public transit system should be further improved. More efficient use should be made of existing transportation facilities. Greater use of carpools, vanpools, and bicycles should be encouraged and facilitated.
10. Adequate neighborhood, community, and citywide parks and recreation areas should be provided and maintained within the urban area.
11. New buildings should be designed to be energy efficient and the energy efficiency of existing buildings should be increased.
12. The pockets of unincorporated land within the urban area should be annexed to cities.
13. Closer coordination and cooperation should take place among the County, the fifteen cities, and the various special districts whose decisions and activities affect the county's physical development.
14. The system by which local governments are financed should be modified to reduce the fiscal competition between local governments for commercial and industrial development and to make residential development fiscally attractive to cities.
15. New development should occur only in areas where it can be constructed without risking health and safety hazards.

Rural Area Policies Summary

1. Lands unsuited for urban development should not be annexed to cities or included in urban service areas.
2. Lands outside urban service areas, not clearly established in rural residential uses or other specialized land uses shall be designated Resource Conservation Areas. These lands include: Baylands, Hillsides, Agricultural Lands, and Ranchlands.
3. Density transfer will be used as a mechanism to preserve to secure preservation of prime agricultural lands.
4. Clustering and open space dedication will be mandatory requirements of hillside development.
5. There will be annual limitation on lots that may be created in ranching areas.
6. The primary land uses within designated Rural Residential Areas will be: Residential, Agricultural, and Open space.
7. No new or significantly expanded rural residential areas will be created unless:
 - a. The land is reasonably free from natural and constructed hazards,
 - b. Prime agricultural soils will not be affected,
 - c. The area is planned for incorporation by a city or has a comprehensive service plan which has been approved by residents in the area,
 - d. The expansion will not add to the jobs housing imbalance, and
 - e. The land is suitable for septic tanks.
8. The County will prepare detailed local plans for the larger rural residential areas such as San Martin.
9. Unincorporated development should not adversely affect public safety, public health, or the natural environment.
10. Environmentally sensitive site planning and energy efficient development shall be encouraged in unincorporated areas.

Land Use Map Summary

The General Plan Land Use Map and policies designate most of the unincorporated lands as either Resource Conservation Areas or Rural Residential Areas.

Resource Conservation Areas consist primarily of mountain lands, wetlands and agricultural lands in the county. Within these areas, the density and type of development will be strictly controlled to preserve the unique natural qualities of these lands.

Rural Residential areas include lands outside city urban service areas where residential densities generally exceed one dwelling unit per ten acres. Most of these areas will not be annexed to cities in the foreseeable future and will remain the responsibility of the County. Residential, agricultural and open space uses will predominate in rural residential zones. Densities will not be greater than one unit per two and one half acres. Only commercial, industrial and institutional uses which serve the local population will be permitted. Expansion of existing rural residential areas and the creation of new ones will be controlled to minimize environmental harm and to stabilize the need for County services such as sheriff patrol.

Within urban service areas, the County will consider development applications only if annexation has been denied by a city. The General Plan recommends that urban service areas and new city incorporations include only those lands which are suitable for urban development.

Issues and Policies Summary

The following sections are brief summaries of the major issues and policies contained in "Part 3, Policies and Implementation."

Natural Environment

Santa Clara County has abundant natural resources, many scenic areas including the baylands and hillsides, a hospitable climate, water resources, farm lands, much native vegetation and wildlife, and mineral and heritage resources. The General Plan contains policies which are designed to protect all of these areas not only because they have economic value but most importantly, are necessary to sustain the quality of life in the Santa Clara Valley.

The amount of growth that has occurred in the county has overburdened the natural capacity of the county's water supply and air basin. Today, over one-third of the water used in Santa Clara County is imported from other areas of California. Securing enough water will continue to be a challenge and will continue to tax our public resources in the future.

Air pollution is one of Santa Clara County's most serious environmental problems. State and federal clean air standards are exceeded in the valley many times each year. Although some components of air quality have been improving in recent years, projections indicate that as the county continues to grow, continual worsening of some components and further deterioration is likely after 1985. Most of the easy solutions to air quality problems are already being used, so implementation of the remaining techniques for improvement will be expensive and politically controversial. Even though many aspects of air pollution demand regional solutions, local land use decisions which minimize dependence on the private automobile are needed to achieve clean air in the valley.

Santa Clara County contains many unique resources, both natural and constructed. In the past, however, urban growth and development were allowed to encroach upon these assets: portions of the baylands were filled; hillsides and prime agricultural lands were developed; sensitive wildlife habitats were destroyed; and important architectural and historic structures were razed. Strong actions must be taken to protect what remains of the natural and historical diversity of the Santa Clara Valley.

Future land use decisions in the county must protect sensitive natural and cultural environments. The amount of growth must be managed to ensure that the capacities of the air basin and available water supplies are not exceeded. Important open-space areas should not be developed. New development should be designed and sited in a way that is compatible with the natural qualities of the land. Economically viable agricultural lands, and mineral resource areas should be protected from pressures for development.

The General Plan establishes a comprehensive process for review and conditioning of development projects to protect environ-



SUMMARY

mental resources. Most of the rural lands are designated in the land use map as resource conservation areas.

Constructed Environment

Continuation of the present patterns of growth and development in Santa Clara County will lead to severe transportation congestion, crippling energy costs, inadequate public facilities, and further environmental degradation. To prevent further deterioration of the quality of life enjoyed in this county, the rate, amount and location of future growth must be managed. With area-wide cooperation to manage growth, urban services can be provided efficiently, a more reasonable mix of residential and job producing uses can be achieved, important natural areas can be preserved and efficient land use patterns can be developed.

Staging future expansion of city urban service areas will continue to be an important growth management tool. In considering future proposals for city urban service area expansions, the Local Agency Formation Commission must consider the balance of jobs and housing within the city and the county, the suitability of the land for development and the capacity of existing facilities and services to accommodate new development.

The General Plan recommends that infilling within existing urban-service areas be given priority over continued outward expansion. The remaining pockets of unincorporated land inside the cities urban service areas should be annexed to cities. County government should not allow continued development of these areas and should work with the cities and unincorporated landowners to annex these lands as quickly as possible. Annexation will produce more regular city boundaries which will allow city and County services to be provided more efficiently and economically.

Because the cities and the County will continue to have limited financial resources, it is critical that government services and facilities be provided in the most cost effective way. An Areawide Capital Improvements Plan should be developed to ensure that the capacities of major public facilities are consistent with the demand for services.

Conservation and the wise use of resources must be a foremost consideration in all planning and design decisions. Concerted effort is needed to establish solid waste recycling programs to avoid the need for additional sanitary landfill facilities. Mixed land use patterns must be developed to lessen dependency on the private automobile. Solar energy systems should be included in all new development, and retrofitting of existing structures should be encouraged.

In the unincorporated areas of the County, development must be strictly controlled to preserve ranchlands, agricultural soils and environmentally sensitive areas. In more densely populated rural unincorporated areas such as San Martin, the General Plan recommends that detailed neighborhood plans be prepared to respond to local problems.

Housing

Providing an adequate supply of affordable housing will be one of the most serious challenges for Santa Clara County in the 1980's. Housing prices have been escalating rapidly in recent years and the typical single family home is now priced well beyond the means of most households in the county.

A significant factor in the rising price of housing in Santa Clara County is that new housing construction has fallen far behind the rapid pace of employment growth in the county's booming electronics industry. In order to help prevent further escalation in housing prices resulting from too much demand and too little housing, it is essential that the supply of housing be increased to eliminate the existing shortage and that future rates of employment growth be brought into closer alignment with the rate of new housing construction.

If the demand for affordable housing is to be met, most of the county's future housing development will have to consist of smaller, higher density housing units such as apartments, townhouses, and condominiums.

Increasing the supply of rental housing is important in meeting the housing needs of those who cannot afford or do not wish to own their own home. Policies included in the General Plan involve both encouraging construction of new rental units as well as discouraging the demolition or conversion of existing rental units to ownership housing.



Efforts to increase the county's housing supply must be coordinated with economic development plans and must take into account other existing and potential problems. Future housing should be located where it will help reduce commuting distances between jobs and housing, can be served efficiently by public transit, will not reduce the level of public services received by existing neighborhoods, and will not have undue adverse environmental impacts.

In addition to increasing the supply of housing, it is important that the special housing needs of the poor, the elderly, and the handicapped be met. In part, this must come through programs to provide public financial assistance. There is also a need to prevent the deterioration of existing housing through programs which encourage housing maintenance and rehabilitation.

Transportation

The major transportation challenge of the 1980's in Santa Clara County will be to cope with large potential increases in traffic volume without commensurate increases in transportation facilities due to lack of funds for expansion.

Many of the county's freeways, expressways, and arterial streets are already being used at or beyond their capacities during morning and evening rush hours. By 1990, a 40% increase in vehicle trips is forecast for Santa Clara County largely as a result of rapidly increasing employment growth. During that same period of time, only a 10% increase in roadway capacity is forecast. Consequently, unless appropriate actions are taken, traffic congestion will grow increasingly worse over the next decade.

The county's potential future traffic problems can be alleviated significantly through more efficient use of existing transportation facilities. This can be accomplished through greater use of carpools, vanpools, and bicycles. It can also be accomplished through improvements in public transit service. For these measures to be successful however, most county residents will have to change their commuting habits.

The location of future jobs and housing will be another important factor determining how effective Santa Clara County will be in coping with the increased traffic generated by new development. To help reduce future traffic problems, new jobs and housing will have to be located closer together. New residential development should be constructed at somewhat higher densities, particularly adjacent to major public transit routes.

The rate of employment growth can also affect the severity of the county's transportation problems. Local agencies should plan for levels of job growth consistent with the capacities of local transportation facilities.

Recreation and Culture

Opportunities for outdoor recreation amid the natural beauty of Santa Clara County are important ingredients contributing to the quality of life enjoyed by county residents. The County's regional park system plays a major role in meeting countywide recreation needs. As rising energy costs make travel to distant recreation areas increasingly more expensive, the importance of close-to-home recreation areas, such as the County's regional parks, will grow.

To help assure that this growing demand will be met, the County's General Plan provides a guide for the acquisition and development of regional park sites through the coming decade. As in the past, the County's basic recreation responsibility will be to provide regional park sites of countywide significance utilizing the county's finest natural settings.

The Plan also proposes the establishment of a countywide system of hiking, bicycling, and horseback riding trails to help meet recreation, transportation, and energy conservation objectives. A significant challenge in implementing such a system will be in achieving the necessary interjurisdictional cooperation and coordination among the County, the fifteen cities, and the various other agencies and special districts.

Protection of the landscape adjacent to scenic highways, both in rural and urban areas, is also recommended in the Plan. Strict regulation of signs and billboards, careful review of development proposals, and official designation of scenic roads and highways are all proposed.

Economic Well-Being

Santa Clara County has been blessed in recent years with a growing, healthy economy which has been creating an average of 40,000 new jobs each year since 1975, most of which are related to the rapid growth of the county's innovative electronics industry. This job growth has brought prosperity and a high standard of living to many of the county's residents.

Rapid employment growth has also created or contributed to many of the county's most serious problems. The county's employment growth has been occurring at a pace much faster than the rate of new housing construction -- resulting in strong housing demand which has contributed to the rapid escalation in local housing prices.

The rate of employment growth has also been outstripping the ability of local governments and the State to expand the capacity of local freeways, expressways, and arterial streets. Consequently, major traffic jams are a regular daily occurrence in many parts of the North Valley. These traffic problems have been further exacerbated by the concentration of most of the new job growth in the northwestern portion of the county, while most of the new housing construction has been occurring in the southern and eastern parts of San Jose, many miles away from the new jobs. This results in more cars travelling long distances, consuming more gasoline and generating more air pollution.

To help mitigate these problems, future jobs should be located closer to housing, and job growth in areas where there is a significant shortage of housing should be sharply curtailed.

The county's phenomenal rate of job growth is also severely straining the capacities of local sewage treatment facilities and the abilities of local governments to provide basic services without reducing the level of service received by existing neighborhoods. The rate of future job growth should be related to the abilities of local agencies to provide necessary services and facilities.

Paradoxically, the county's rapid employment growth has not been significantly reducing the county's unemployment problems. While more than 200,000 new jobs were created in the county between 1975 and 1980, the number of persons unemployed remained relatively constant. Simply adding more jobs will not reduce the county's chronic unemployment problems.

Greater efforts are needed to provide job training and employment or those who have remained chronically unemployed. Other impediments to employment must also be removed, such as those related to transportation and lack of low-cost child care services.

In planning for the county's future, it is important that there be sufficient job growth to meet the employment needs of county residents. To maintain an attractive business climate, the quality of life in the county must be maintained. It is essential, therefore that the level and rate of job growth be consistent with the preservation of environmental quality, the rate of new housing construction, and the abilities of local agencies to provide necessary services and facilities, all of which are major components in determining the quality of life in Santa Clara County.

Public Safety

Careful land use planning which avoids development in areas with natural and constructed hazards is essential to protect the health and safety of residents in Santa Clara County. Emergency preparedness planning is particularly important in Santa Clara County because this area is one of the most geologically unstable in the United States. Among the many natural and constructed hazards which must be considered in the planning process are: earthquakes, floods, landslides, fire, airports and possible dam failure.

The Public Safety chapter of the General Plan focuses on the actions available to County government to minimize these hazards to life and property in the unincorporated area. Most of the techniques to minimize exposure to risk and hazard include controls on development.

Clearly, one of the most effective ways to minimize public expense concerning hazards is to prohibit development entirely in hazardous areas such as unstable hillsides, earthquake fault zones and flood plains. While outright prohibitions are necessary in some areas, in other areas development has already occurred, or the hazard can be substantially mitigated with proper planning, design and engineering.



When development occurs in sensitive areas, the County development review process should ensure that potential hazards have been mitigated. Buildings in flood zones should be designed to be reasonably flood proofed and to minimize flood hazards to life and property. Isolated rural developments should have adequate reserves of water in the event of fire. Emergency access and the number of people occupying buildings in airport approach and departure zones should be limited. Failure to adequately control development in hazardous areas could result in major private losses and public expenditures for public safety services.

While good planning can reduce the potential for damage from natural disasters, there is little that can be done to prevent an earthquake, flood or other natural disaster from occurring. For this reason, Santa Clara County government must work with the cities, hospitals, and state and federal offices of emergency services to develop effective emergency preparedness plans.

A comprehensive land development review process is established by this General Plan to assure that adequate safety precautions are taken in hazard areas.

Health

The health of the population is a major concern of the County. The County's role in health is broad, including the provision of medical services to those in need, the provision of specialized medical services to the entire population, provision of emergency medical services, coordination of health and welfare service delivery, protection of the population from environmental health hazards, protection of unincorporated residents from noise, and planning of physical development to achieve a healthy environment.

City and County plans for the physical growth and development of the urban area traditionally have not been coordinated with the provision of health care services or the specialized health care needs of the population. Neither have the plans of the jurisdictions been coordinated with each other. Just as the lack of coordinated metropolitan planning has lead to an imbalance of jobs and housing within the county and to excessive distance between homes and work, so has the lack of coordination with health concerns lead to a poor distribution of health facilities in relation to health care needs.

The General Plan seeks to intensify efforts to coordinate health planning and land planning countywide and within individual jurisdictions. With coordinated zoning and design practices, environmental health concerns about air quality, water quality, solid waste and toxic waste can be minimized.

Sanitary waste disposal within the urban area is by sewers, while in the rural areas waste disposal is primarily accomplished with septic systems. The safe and sanitary functioning of septic systems is of particular concern to the county because most of the unincorporated area outside city urban service areas is unsewered. The General Plan recommends low density development in these areas to minimize the potential for pollution from poorly located and malfunctioning septic tank systems.

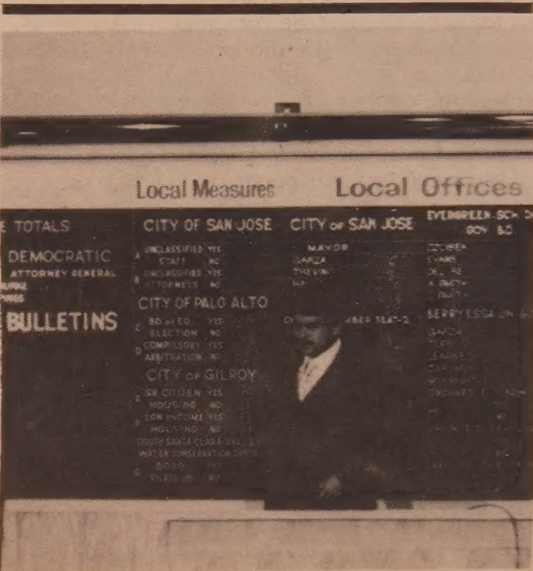
Noise is another form of environmental pollution which must be regulated to ensure the health of the county's residents. In Santa Clara County, some of the most severe noise problems are found around airports, freeways and expressways. Zoning is one way to control the effects of loud noise. Impacts around airports, for example, can be minimized by prohibiting residential uses and allowing open space and low-occupancy industrial buildings such as warehouses. The effects of unwanted sound can also be abated with design standards which require sound-proofing, and development standards which use sound barriers, landscaping and other techniques of noise dampening.

Social Well-Being

The social well being of County residents involves the physical conditions of the county's living environment as well as providing opportunities for residents to function independently in obtaining jobs, housing and necessary services. A large majority of county residents have been able to enjoy the benefits of employment opportunities, high income, and housing, that have resulted from rapid economic growth in Santa Clara County. There are however, a significant number of social groups that have been left behind including minorities, the unemployed, low income households, the elderly, handicapped and women.

The social service needs of these groups and the policies and actions needed to resolve problems is more the function of the appropriate social agencies. A separate effort is needed to bring the various service agencies together to develop a cohesive set of policies and implementing actions.

The General Plan is largely focused on the physical aspects and quality of planning of the County. Policies within the Housing, Economic Well Being, Transportation and Health sections of the plan are intended to improve social and physical conditions in the county for all residents.



General Government

The primary general purpose local governments in Santa Clara County are the fifteen city governments and the County government. The cities have direct jurisdiction over many public services and facilities provided within their boundaries. They also have authority to control land uses located in their territory to protect the public health safety and general welfare.

Unlike a city, Santa Clara County has two different kinds of jurisdiction and this fact shapes the County General Plan.

First, the County is responsible for a number of functions for the entire county area, such as administration of health, social services, justice, a variety of environmental protections, and transportation.

Second, land use control, which each city uses to determine its growth, supply of jobs and housing, and community style, is exercised by the County only in the unincorporated territory outside of the cities. However, because of its areawide scope the County is often called upon by the public, along with existing intergovernmental bodies, to seek area wide solutions to urban problems.

The County General Plan, therefore, recommends policies regarding the metropolitan area to the fifteen cities and the special districts; it also specifies policy for the functions for which the County is directly responsible; and it recommends actions for the wide array of institutions and the private citizens which make up the private sector. This section of General Government recommends policies for the management of the metropolitan area by the many agencies which share jurisdiction, and it specifies general governmental policies for the County regarding the planning function.

The General Plan points out that many of the problems of this metropolitan area are the result of fragmented decisionmaking regarding various aspects of urban growth and development. The efficiency of local service provision should also be carefully examined for possible improvements. The ways local governments are financed may also be due for some reconsideration.

In carrying out the parts of the General Plan over which it has direct jurisdictions, the County will make every effort to adhere to these policies and implement these actions.

PART 3 - POLICIES AND IMPLEMENTATION

INTRODUCTION

This section of the General Plan is organized according to the categories used in the County's "Major Goals and Policies" report, specifically:

- o Natural Environment
- o Constructed Environment
- o Housing
- o Transportation
- o Recreation and Culture
- o Economic Well-Being
- o Public Safety
- o Health
- o Social Well-Being
- o General Government

The "Justice" and "Education" categories are not included as they are considered to be beyond the current scope of this Plan.

Each section includes goals, policies, and implementing actions, as well as background text. Most of the goals and policies in this Plan are identical or similar to those in the "Major Goals and Policies" report. Not all goals and policies from the "Major Goals and Policies" report are included in this General Plan, only those considered to be directly relevant to the Plan.

The policies in this Plan are intended to guide the actions of County government. Although they are not legally binding on other jurisdictions, it is hoped that these policies will also be adopted and implemented by the cities, special districts, and other agencies whose projects and decisions affect Santa Clara County.

NATURAL ENVIRONMENT

GOALS

DESIRED COMMUNITY CONDITIONS

- o Clean air and water
- o Natural environmental resources conserved for wise use
- o Natural diversity and beauty preserved

COMMUNITY GOALS

1. Natural environmental resources such as wildlife, vegetation, soils, air, water and minerals protected and managed for their functional and ecological value.
2. Areas of natural diversity and beauty such as mountains, hillsides, meadows, water areas, forests and baylands protected.

OVERVIEW

The environmental concerns addressed in this chapter of the General Plan are: scenic areas, air quality, water and special water environments, agriculture, vegetation, wildlife habitat, soils, and the heritage resources, including rare and endangered plants and animals, natural areas, heritage trees, archeologic and paleontologic sites, and historic sites.

The comprehensive approach taken begins with the policies on urban development contained in the chapters on Economic Well Being, Transportation, Housing, and the Constructed Environment. The orderly planning of the urban area by matching our growth to the constraints facing the County and cities is key to a healthy environment for the future. The resource conservation land uses designated for lands not planned for urban growth are intended to preserve the natural environment and to maintain a maximum of land in open space. Within the designated land uses, all major projects are to be reviewed for environmental impact and conditioned to safeguard the natural resources. In addition, the General Plan contains policies tailored to the preservation of the environment and also proposes a number of implementing actions.

POLICIES

1. Open space lands shall be protected for their functional, ecological or scenic values and natural environmental resources shall be conserved for wise and efficient use.
2. Multiple uses of open space lands shall be encouraged consistent with the conservation of resources and the preservation of the natural environment.
3. Specific public and private development proposals shall be evaluated and conditioned to assure that they are environmentally sound.
4. Development activity shall not be allowed to degrade the natural environment and all reasonable steps shall be taken to mitigate potentially adverse effects.
5. Public and private efforts to acquire open space lands shall be supported for the protection of the natural environment.

Scenic Resources

The rural areas of Santa Clara County each have their own scenic attraction, and it is the intention of the General Plan policies to preserve and enhance the existing scenic values.

Resource Conservation Zoning: The land use designations and zoning to be applied to areas outside of city urban service areas are designed to maintain the essential natural qualities of each area. (See Land Use Map.)

Baylands: Wetlands, salt marshes and fresh water marshes are to be preserved with no filling of the Bay and no urban structures.

Hillsides: The hill areas, nearest all urban areas, which are not already committed to residential uses are to be preserved at very low densities, and new homesites are to be clusters with most of the land permanently preserved as open space.

Ranch Lands: Over 300,000 acres of ranches are to be preserved as ranchland.

Agriculture: The agricultural lands of the South Valley are to be preserved and shall continue to provide a greenbelt around the south valley cities.

Parks: Much of the most scenic and significant open spaces are being acquired by the County Regional Parks program, the Mid-peninsula Regional Open Space District, and the State Parks system and will be preserved for future enjoyment. (See Recreation and Culture Chapter.)

Scenic Highways: The County has designated an extensive system of scenic roads and will protect the land near these roads from unsightly signs and incompatibly located structures. (See Recreation and Culture Chapter.)

Architectural and Site Approval: All major commercial facilities and planned unit developments are reviewed and conditioned to assure that they are aesthetically pleasing.

Billboards: The unincorporated area is divided between urban lands and rural lands. Inside of urban service areas billboards should be allowed only if acceptable to the city and after annexation to the city. In rural areas billboards are incompatible with the preservation of scenic qualities, and should not be allowed.

POLICIES

1. There shall be no new billboards approved on unincorporated lands.
2. Signs allowable under the provisions of the zoning ordinance should be harmonious with the character of the area in which they are located and of the highest design standards.
3. No road or major facility requiring large scale clearance of vegetation, such as telecommunications equipment, should be located in areas where it would create visible scars on the landscape, and all cleared areas should be replanted with fire resistant plants capable of holding the soil.
4. Homes should not be placed directly on the portions of ridgetops visible from the valley floor, but should when feasible be located just off ridge tops.
5. Development in rural areas should landscape with fire resistant native plants.

IMPLEMENTATION

1. Amend ordinances on signs to carry out billboard policy.
(Implementor: County)

NATURAL ENVIRONMENT

Air Quality

BACKGROUND

Air pollution is one of Santa Clara County's most serious environmental problems. It poses a significant threat to human health and causes damage to vegetation, animals, and property. State and Federal clean air standards are exceeded in Santa Clara County many times a year. Although some components of air quality in the Bay Area have been improving in recent years, projections indicate that deterioration is likely after 1985 as a result of increasing numbers of pollution sources, increased vehicle trips and vehicle miles traveled, deterioration of emission control devices, and growing use of more polluting fuels.

The county's topography, prevailing wind pattern and frequent air inversions combine to catch and hold the pollutants that the urban area releases daily into the air. The metropolitan areas to the north of the County contribute their share of the pollution in the South Bay's air, but the greatest share of the filth in the county's air is home grown. As Santa Clara County becomes the population and employment growth center of the region the residents of the county will have to take increasing responsibility for the impacts of air pollution on the quality of life.

Air pollution is composed of a vast assortment of gases and particles which can be grouped into five major categories: particulates, carbon monoxide, sulfur oxides, nitrogen dioxide, and photochemical smog. A large proportion of air pollution in Santa Clara County is automobile related.

There are only three monitoring stations in the county which give data on all five groups of pollutants. The stations are in Sunnyvale, San Jose, and Gilroy. Additional data for some of the pollutants is available for the Alum Rock area, Saratoga and Mountain View. Forecasts of future pollution are available for the entire Bay Area.

Particulates

Fine particles in the air are major culprits in the low atmospheric visibility typical of the valley. Visibility is often in the range of only two to ten miles. The particles have major health effects, and have been linked to high rates of lung cancer in polluted urban areas.



About one-third of the fine particles are organic compounds, and may come from incompletely burned fossil fuels such as diesel exhaust. Sulfate particles are produced by oil refineries and power plants. These particles discolor and deteriorate many materials and aggravate respiratory diseases. The metal particles in the air include lead, cadmium, nickel, vanadium, and chromium. Metallic particles have been shown to cause brain damage and contribute to cancer and metabolism disorders. Fibers in the air include asbestos, talc, and fiberglass - all hazardous. The remaining particles are dust.

The unincorporated area contains major contributors to particulate pollution. The Kaiser Cement plant alone was found in August 1978 to be sending 310 tons per day of particles into the air.

Santa Clara County exceeded the State annual standard for particles in the air three out of five years between 1973 and 1977. During this same period the San Jose station reported particulates in excess of maximum Federal standards about one day out of every seven. Region-wide, emission of particles is projected to increase at an accelerating rate through the remainder of the century.

Carbon Monoxide

Carbon monoxide comes from incomplete combustion, 90% of which is from motor vehicles. Carbon monoxide gas is absorbed into the blood, replacing oxygen needed by the body. High concentrations are found near freeways. During air quality warnings, it can cause dizziness and nausea in healthy people and is dangerous to those with health and respiratory problems. Because the gas is mostly from cars and trucks it is most concentrated near major roads, and is heavily increased in the congested morning and evening rush hours.

The Federal 8-hour standard is frequently exceeded in the county, especially in San Jose, which has by far the greatest number of days over Federal standards of any place in the Bay Region.

Regionwide, the level of carbon monoxide is projected to skyrocket during the remainder of the century. The rapid increase is expected due to the growing number of vehicle miles being traveled. Because the Bay Area is far from meeting the Federal standards, it has been designated as a "non-attainment area" by the Federal government, and a plan to control carbon monoxide will be required.

Sulfur Oxides

Sulfur oxides come from burning coal and oil, and have not been a serious problem in the county. None of the reporting stations exceeded Federal standards. A major increase in this pollutant is projected due to the limited supplies of natural gas and the fore-

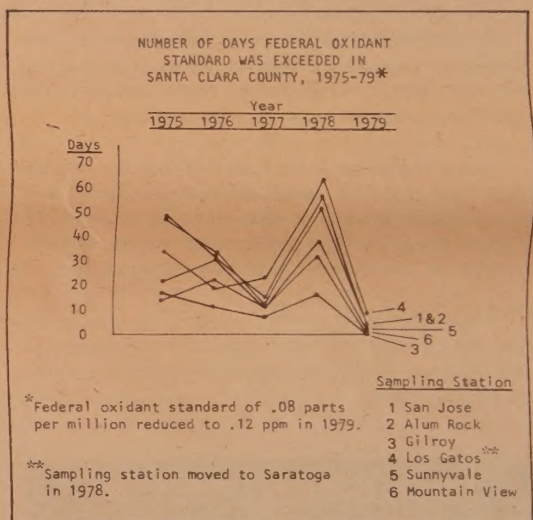
casts of increasing dependence on coal and oil for electric power generation. It is important that the county stay within standards, since sulfur oxides turn into sulfuric acid in the air, and are very serious risks to health and property.

Nitrogen Oxides

Nitrogen oxide is another pollutant traceable to the fuels used in the urban area. In the air, nitrogen oxide forms nitrogen dioxide and contributes to smog. It restricts breathing, and contributes to bronchitis and pneumonia. State standards are exceeded several days each year in the county, and nitrogen dioxide in San Jose increased 5% between 1968 and 1975. This pollutant is projected to increase if steps are not taken. In the Regional Air Quality Plan, proposals are made which, if implemented, will reverse the trend through 1985. Before the end of the century, however, the level of nitrogen dioxide is projected to return again to current levels.

Photochemical Smog

Smog is produced by a combination of nitrogen oxides, hydrocarbons and sunlight. Of these, hydrocarbons have received the most attention. Hydrocarbons come from automobile exhaust, from evaporation of fuels and solvents, and from vegetation. The concentrated byproducts of smog, including ozone and sulfates, are dangerous to health, harmful to plants, and destructive to rubber, vinyl, and fabrics. Smog has disastrous effects on the quality of life under the thick orange haze it forms in the air. Smog is commonly measured as oxidants, and the reading for the county is over Federal and State standards at all monitoring stations.



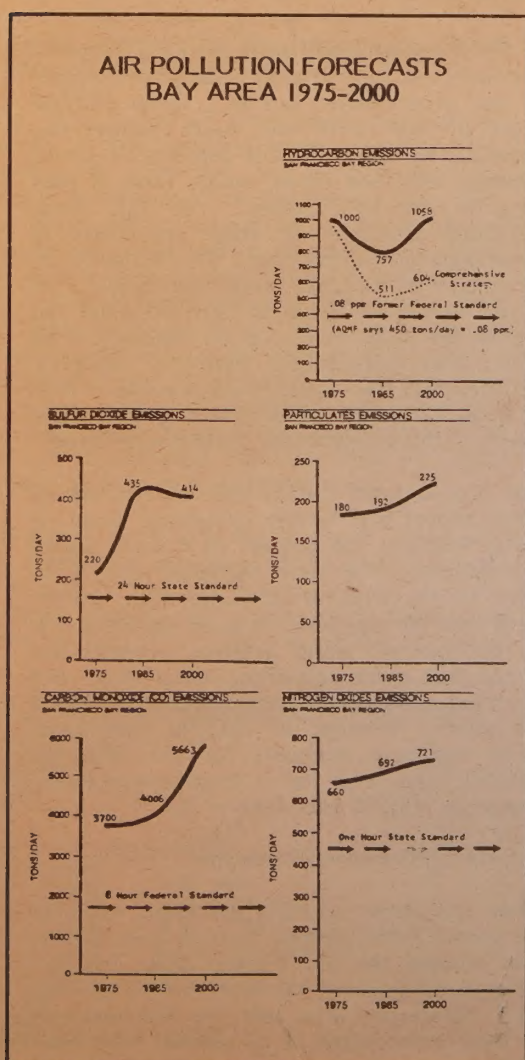
Photochemical oxidants for the region are projected to improve through 1985, and then to rise back to present levels by the year 2000. The improvements come through technology and regulations, but over time are outstripped by the sheer growth of the Bay Area.

REGIONAL, STATE AND FEDERAL PLANNING

Air quality standards are set by both the State and Federal government. The Bay Area Air Quality Management District has the responsibility to monitor and enforce State standards in the Bay Area. Planning for compliance with the Federal air quality standards has been assumed in part by the Association of Bay Area Governments (ABAG) which, with the Bay Area Air Quality Management District, prepared the Air Quality Management Plan (AQMP) for the San Francisco Bay Region. The Air Quality Management Plan addressed hydrocarbons and oxidants. Among the actions recommended by the AQMP are many policies and programs which local governments can undertake to help achieve the essential improvements in air quality. Beyond the present regional plans there is a commitment to control carbon monoxide emissions. Actions are needed to control particulates as well.

RESPONSIBILITIES OF THE COUNTY AND CITIES

At the Regional level the prospects for safe, breathable air can be seen as an uncertain race between the pressures for growth and



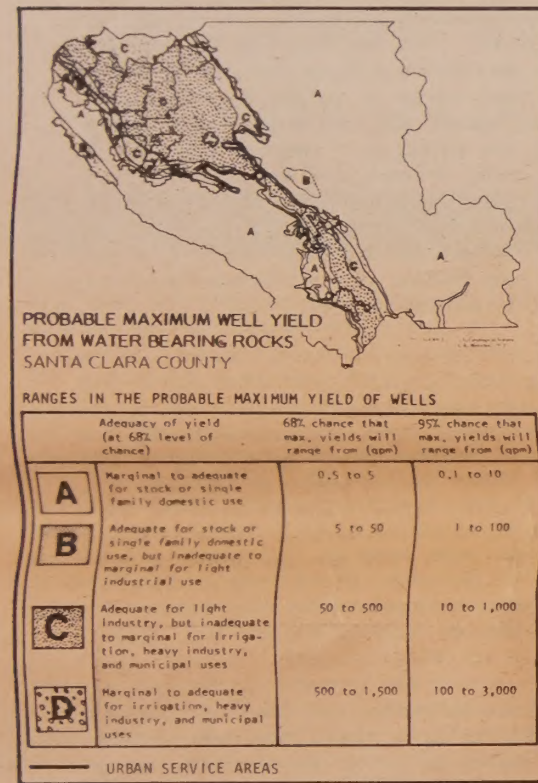
NATURAL ENVIRONMENT

water may find that the water source begins to deliver far less water than it did initially.

Many parcels previously divided in the mountains have been extensively drilled for water and have found no water supply meeting minimum requirements. Often the well source comes from fractures in the rocks which contain water contributed from the rainy season. When this reserve is withdrawn the recharge continues, but at a pace often too slow to deliver the necessary water.

Usually, a large amount of groundwater cannot be collected by drilling numerous additional wells within a local area. Drilling of additional wells often depletes existing wells.

During the two year drought of 1975-77, many residents of mountain areas required trucked-in water. Such water deliveries were reported throughout the rural areas including Bollman Road, Redwood Estates and the Los Gatos Watershed, the Uvas Valley, and Little Uvas Canyon. Some residential clusters applied for Federal and State assistance in extending the valley water supply to replace lost mountain water sources.



Mountain water shortages have been a common occurrence in certain areas prior to the drought. This difficulty is demonstrated by the record of attempts to extend supplies from valley floor water suppliers to mountain mutual water companies and individuals.

The seriousness of problems of dependable water sources in the mountains should be placed in the context of other serious problems. Fire is a special hazard in the mountains where access is poor and distances to fire fighting services excessive. If adequate water is not available to protect dwellings, entire watersheds, not just the dwellings, may be lost. Limited water supply may be withdrawn from septic tank effluent as has been demonstrated in the Los Gatos Watershed. Correction of these conditions may not be possible without great expense, energy for pumping, and use of valley water sources.

Most importantly, there are now grave concerns for the quality of the water supply in many of the most populated rural areas. A 1979 survey of the mutual water companies in the Los Gatos Watershed found a persistent pattern of polluted drinking water from the substandard and too closely placed septic systems serving the area. These findings prompted the Board of Supervisors to place a moratorium on building in the area while a major study of water quality is conducted.

The large population of San Martin is dependent upon a mixture of private wells and water systems, with one of the larger private systems known to be substandard in both its capacity and water quality. Concerns about this system and the growing nitrate concentrations in parts of the south valley have made a Federally funded study of water sup-

ply necessary in San Martin. Similarly, consultants looking at water quality concerns have advocated a major study of Paradise Valley, with its concentrated homes on septic systems and very fast percolation into the water table from which domestic wells draw.

POLICIES

1. Population and economic activities should be planned to grow at a rate which will not exceed the capacity of dependable water supplies.
2. Water resources shall be protected by:
 - a. Preserving the maximum amount of open land possible in both agricultural and hillside watershed areas.
 - b. Preserving areas with prime percolation capabilities as open space, and avoiding placement of all potential sources of pollution in such areas.
 - c. Minimizing sedimentation and erosion through control of grading, quarrying, cutting of trees, removal of vegetation, placement of roads and bridges, use of off-road vehicles, and animal related disturbance of the soil.
 - d. Avoiding pollution by not allowing the location of septic systems, junk yards, waste disposal facilities, industries utilizing toxic chemicals, and other potentially polluting substances to be in close proximity to a stream, creek, or reservoir.
 - e. Avoiding establishment of excessive concentrations of septic systems over large land areas, and mitigating water quality impacts from existing concentrations.
3. Use and disposal of pesticides, herbicides, toxic chemicals and agricultural chemicals should be more carefully controlled.
4. Regional efforts to control surface runoff shall have the participation and support of County government.
5. New rural development shall be required to demonstrate adequate quantity and quality of water prior to the approval of new residential lots or structures.

IMPLEMENTATION

1. Zone rural lands in accordance with the General Plan.
(Implementors: County)
2. Develop and implement erosion control standards and practices, including control of grading, removal of vegetation, and design of drainage.
(Implementors: Cities, County, Santa Clara Valley Water District, Resource Conservation Districts)
3. Require erosion control and rehabilitation plans for all quarries and mines.
(Implementors: County)
4. Reevaluate and modify existing regulations on the number of large animals that can be confined on small acreages, especially in hillsides and near creeks.
(Implementors: County)
5. Study and recommend improvements in the use, control, and disposal of pesticides and agricultural chemicals in the County.
(Implementors: County)
6. Implement the recommendations of the Regional Environmental Management Plan dealing with control of surface runoff.
(Implementors: County, Cities, Santa Clara Valley Water District, Resource Conservation Districts)

Special Water Environments

The presence of water creates special environments in the Baylands and along the numerous streams and creeks that flow through the county. These areas provide beauty, places for recreation, natural plant and animal communities different from the rest of the county, and are important to the overall functioning of the county's water system. Above all, these areas are fragile, and once disturbed, they may be lost.

THE BAYLANDS

Land use jurisdiction over the Baylands in Santa Clara County is divided among seven different units of local government. These include the County, and the cities of Palo Alto, Mountain View, Sunnyvale, Santa Clara, San Jose, and Milpitas.

With the exception of Moffett Field and Ames Laboratories, all the land under County jurisdiction and outside of an urban service area is "wetlands". Within the Baylands are a variety of different and somewhat distinct types of wetlands, or water areas. These include the waters of San Francisco Bay, the vast salt ponds diked off to produce salt through solar evaporation, the fresh water streams, the estuaries, slough channels and marshlands.

These Bayland areas constitute some of the most ecologically important resources in Santa Clara County. The resources of this area significantly affect air quality and the climate of the Santa Clara Valley, provide seasonal or year-round habitat for tens of thousands of birds, and provide habitat for several rare or endangered species of birds and mammals. Much of the Baylands is now included within a National Wildlife Refuge.

Within the Baylands are found not only important natural resources but important cultural resources as well. The greatest concentration of Indian settlements in Santa Clara County is believed to have been located around the edges of the Bay marshes. Artifacts discovered in this area provide evidence that it was inhabited continuously over a long period extending back into prehistoric times.

POLICIES

1. Wetlands of San Francisco Bay shall be preserved and enhanced.
2. Allowable uses within wetlands shall include such natural features as bay waters and sloughs, marshes, wildlife habitat and open space, as well as such human uses as salt ponds, small piers and walkways, wildlife observation, walking, horseback riding, bicycling, fishing, boating, education, swimming, limited hunting, aqua culture, and marinas.
3. There should be no filling of the wetlands except for very limited filling for small levees, piers, or walkways necessary for the public use or study of the Baylands.
4. At such times as their present uses are terminated, existing salt ponds should be used for aqua culture or returned to marshes or open water.
5. Solid waste disposal sites should, when terminated, be used as parks or open space.
6. No new or expanded waste disposal sites shall be approved which would impact the wetlands.
7. Land uses in dryland areas adjacent to wetlands should be planned for uses with no adverse impact on the natural resources, animals, and visual setting of the Baylands.
8. All land uses near the National Wildlife Refuge should be compatible with the Refuge.

STREAMSIDE AREAS

The numerous streams and creeks that gather water in the hills and flow across the valley floor of the county constitute a major and extremely vulnerable resource. In the hills, most streams run their own course until they are intercepted by a dam or until they encounter human settlement. On the valley floor most of our streams are altered beyond recognition. Of some 330 miles of creeks and streams on the valley floor over 220 miles of stream length have been widened, realigned, concrete lined or stripped of vegetation. Only about 30 miles of substantially natural creeks remain on the flat lands of the valley floor. The loss of the natural streams is in part the product of the pressure that urban development and its need for flood protection generates, and in part the result of poor judgments which do not need to be repeated for the remaining natural creeks both in the valleys and in the hills.

The streamside areas are important for a number of reasons. They help convey and recharge the water supply upon which the county depends. They provide beauty, spawning grounds of fish, specialized plant and animal communities, recreational opportunities, and an environment much prized by people in both prehistoric times and today. They also pose substantial threats to development: flooding, unstable banks, and a media for transmitting pollution.

POLICIES

1. The remaining riparian vegetation associated with the streams and creeks of Santa Clara County shall be protected through the following means:
 - a.Regulation of the removal of trees and other vegetation,
 - b.Reduction or elimination of the use of herbicides by public agencies,
 - c.Controlling and designing of grading, road construction, and bridges near streams to minimize loss of riparian vegetation.
2. Public projects shall be designed to avoid damage to the stream environments.
3. In flood plains which are not already developed, land uses shall be restricted to avoid need for major flood control alterations to the streams.
4. Flood control modifications which must be made in areas with substantially natural streams should, wherever possible, use a channel diversion or limited flood plain design which avoids alteration of the creek and its immediate environs.
5. Public projects should preserve the stream environment, and when feasible, should provide multiple use for such purposes as parks, open space preserves, trails and flood control.
6. New roads, housing clusters and subdivisions in streamside areas should be designed so that the riparian vegetation is retained and the creeks remain open and not fenced. The following design concepts shall be preferred:

- a.New roads parallel to a stream should be built with a wide separation of the road from the stream and no homesites placed



between the road and the stream. The land between the road and stream should remain as open space and could be designed with trails or bicycle paths.

- b.In cluster development, the streamside area should be left in a natural condition and included in the restricted open space area of the project.
 - c.No fences should be erected within the riparian area preventing the free movement of wildlife needing access to the stream.
7. Lands near creeks and streams shall be considered to be in a buffer area consisting of the following land:
 - a.An area extending 150' from top bank line landward where the creek is predominately in its natural state (has not been converted to a concrete or rip-rap channel).
 - b.An area extending 100' from high water line landward where the creek has had major alteration, such as concrete or rip-rap channelization.
 - c.If a. or b. above are not applicable, establish an area sufficient to protect the creek from negative influences of adjacent development - such as increased water runoff, sedimentation, bio chemical degradation, thermal pollution and aesthetic degradation.
 8. Within these buffer areas, the following restrictions should apply to public projects and to private non-residential development:
 - a.No building, structure (except those required for flood control maintenance, reinforcement or bridging, etc.) or major parking lot shall be allowed.
 - b.No grubbing, clearing, tree cutting (with the exception of removal of dead or diseased material), grading, debris disposal or any other despoiling action.
 - c.Screen the buffer area from obtrusive or unsightly aspects of a project outside the buffer in a manner that will create a feeling of continuity with the buffer, being careful to protect the native plant communities.
 - d.Protect wildlife and endangered plant species within the area.
 - e.Provide for trails and other compatible recreational uses when indicated in the County or city General Plans (See Recreation and Culture Chapter).
 9. Where possible, riparian woodlands, marshes and flood plains which have been altered should be allowed to return to a natural state.

IMPLEMENTATION

1. Develop and enforce regulations limiting the removal of trees and vegetation. (Implementors: County)
2. Develop and implement a review process for the application of streamside protection policies (Policy 7). (Implementors: County)
3. Study the use of herbicides and recommend ways that the County can eliminate or substantially reduce their use. (Implementor: County)
4. Review and revise as necessary the County zoning and health ordinances regulating the keeping of large animals in confined areas. (Implementor: County)
5. Restore when possible, riparian vegetation which has been lost through past actions. (Implementors: Santa Clara Valley Water District, County, Cities, Landowner)

Agriculture

BACKGROUND

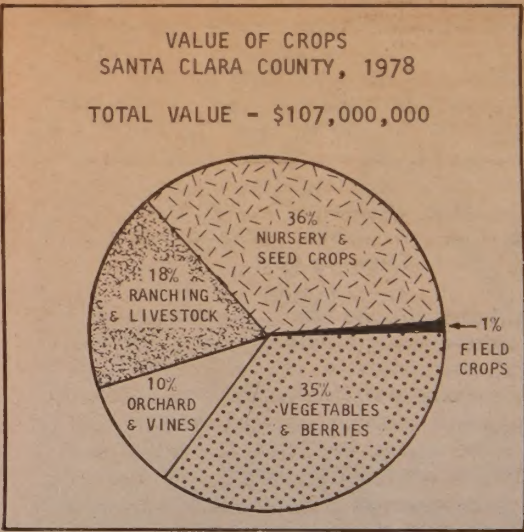
In the past, the soil and climate of Santa Clara Valley offered an outstanding environment for food production. A mild, sea modified climate, long growing season, rich, deep alluvial soil, abundant water, and nearby markets, all combined to make the county a high producing agricultural garden spot. The county was ideal for the intensive irrigated production of pears, apricots, prunes, cherries, strawberries, vegetables, and other specialty crops. After World War II agriculture lost a fierce competition with urban development. Subdivisions, shopping centers and other urban development have filled most of the north valley floor, covering over unnecessary wood 200 square miles of prime agricultural soils.

Today, local agriculture still covers about one-third of the county land area. Much of what remains includes range lands of the Diablo and Santa Cruz Mountain Ranges. On the valley floor only a fraction of the county's prime soils are left for agricultural production and these are primarily in the south valley.

Crops

Local conditions enable the production of a wide variety of crops. The county's annual crop report lists over 60 different crops plus various livestock and livestock products under commercial production.

Orchards and vines have traditionally symbolized Santa Clara County agriculture. Over the last 35 years this category has had the most decline in acreage of all the types of agriculture. Today, there remains a little over 13,000 acres of the 100,000+ acres found here immediately after World War II. Of the remaining orchards, nearly 38 percent of the acreage is in the north valley and 62 percent is in the south valley. The majority of the orchards and vines are endangered since they are within the urban service areas of the cities.



TOTAL ACREAGE BY CROP CATEGORIES SANTA CLARA COUNTY, 1978		
Crop	Acres	Percent of Total Acreage
Nursery & Seed Crops	3,260	1%
Field Crops	7,840	3%
Orchards & Vines	13,000	5%
Vegetables & Berries	13,280	5%
Ranching & Livestock	225,000	86%
TOTAL	262,380	100%

One of the county's most important categories of agriculture in terms of dollar production is vegetables and berries. Unlike orchards and vines, this category is not declining in acreage. The total acreage of vegetables grown in the county since World War II has remained fairly steady at around 15,000 acres. The county crop report for 1978 lists 16 different vegetables grown locally. The greatest concentration of vegetable and berry acreage is in the South

NATURAL ENVIRONMENT

County particularly near Gilroy and in the Coyote Valley. Vegetable production in the north San Jose area provides some of the finest garden crops to local markets.

Ranching

Ranching covers about one-quarter of the total land area in the county. It is the dominant land use of the Diablo Range and the extreme southern portion of the Santa Cruz Mountains. These are rough and remote areas where cattle ranching provides a source of income for the thousands of acres of land for which no other suitable productive use has been found. Also included in this category is the production of livestock by-products that include milk and eggs.

The county parallels the state in many respects. Both the county and the state show great diversity in crops which may be grown. The average age of county farmers is 54 whereas for the state it is 53. About one-half of the state's farmers operate on less than 50 acres, the same being true for Santa Clara County farmers. Santa Clara County does not have a significant number of the large corporate farming operators that are found in parts of the state.

Taxes

One cost that is incurred by all landowners is property tax. Because of high land prices and past methods of appraisal, property taxes have always been cited as one argument against the continuation of local agriculture. In 1965, the State Legislature created the Land Conservation Act or Williamson Act and by 1980 nearly 390,000 acres in Santa Clara County were under contract to remain in farming for the coming decade. Proposition 13 has added a new dimension to computing land taxes. It provides landowners with a tax advantage beyond that provided by a standard Williamson Act contract. Between Proposition 13 and the Williamson Act, there no longer appears to be any reason why property tax should be regarded as a hindrance to agriculture.

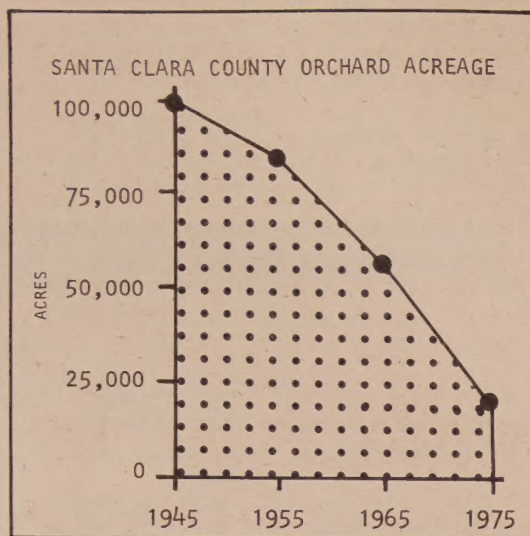
High Land Prices

Although it can be shown that farming can have returns comparable to the rest of the state, the price of land in the county is often cost prohibitive for entry into farming. The high speculative value for land is one of the main factors preventing new farmers from buying farms in the county. Land speculation is active in Santa Clara County and in most rural areas of the state and nation. High growth pressures locally make the problem acute in Santa Clara County.

Because of high land prices, farming through land rental is an alternative to land purchase. The growing practice of leasing farmland allows the operating farmer the possibility of raising crops without confronting the high speculative prices for land, and allows the operator to assemble blocks of land so that large scale operations are possible in areas with divided ownership. The flexibility provided to the operator does much to keep highly profitable farm operations in the county. At the same time, the land owner receives a fairly small annual income, which may represent a very low return on the capital value of the land.

Urban Pressure

The single most important factor in the decline of agricultural acreage in the county has been the rapid spread of the urban area. Until the introduction of the urban service areas by the County and the cities, this spread of urbanization was uncontrolled and directly impacted every potentially developable piece of land within the county. The result was chaos for the farmer with no long term policy guiding whether the land would stay in farming or urbanize. The urban service areas have changed all that. There is now an orderly process for planning the expansion of the urban area and assuring that land in excess of growth needs is not prematurely converted to urban uses.



than will be used by 1990 and will require only modest expansion for residential growth needs during the decade. It is clear that thousands of acres of agriculturally used land with prime soils will not be needed for urban development during the 1980's. This land is to be maintained in agricultural use during the time frame of the General Plan.

Parcel Size

Traditionally, farms in the valley were not large compared to some agricultural areas, with many family farms of less than 50 acres in size. As times have changed the economics of agriculture have favored larger land holdings so that economics of scale may be gained from the use of specialized equipment. Only the Coyote Valley and the agricultural area to the east and south of Gilroy have major blocks of land in parcels of 40 to 200 acres in size.

The present parcel sizes are reflected in the land use policies of the General Plan. The Coyote Valley and the area near Gilroy are indicated as Large Scale Agriculture while the remainder of the agricultural valley floor is designated as Medium Scale Agriculture. The minimum lot size in medium scale areas has been set at 20 acres for any new subdivision. The minimum parcel size in the large scale areas is 40 acres.

Because of the quality of agricultural soils and the nature of the climate, there is an unusually great variety of crops which can be grown within the county, some of which can support a family even on fairly small acreage. The past extensive creation of five, ten and twenty acre parcels has left an abundant supply of land available for families wishing to practice intensive specialty crop farming. The critical deficiency is in larger farms - 40 acres to several hundred acres. Often a farmer will own a number of parcels to make up an economic unit of land. More often the farmers conducting large scale agriculture in the county lease land to assemble an area large enough to support the use of specialized machinery. To preserve farming in the County it is important that as many of the larger parcels as possible be maintained and it is very desirable that smaller parcels be recombined.

Incompatible Uses

Prior to the establishment of twenty acres as the minimum parcel size in rural open space areas, the County allowed land under Williamson Act Contract or under the Exclusive Agricultural (A-1) zone to be subdivided into ten acre parcels, and other lands to be subdivided into two and one-half acres in size. The two and one-half acre lots were created as rural residential sites, or "ranchettes," and the Williamson Act and Exclusive Agricultural land was allowed to be developed as ten acre homesites which had no actual assurance of agricultural use. At the same time, the County made extensive use of the A-1 zone with its very permissive use permit provisions to allow many non-agricultural uses in farm areas. The result of these policies was the imposition of numerous uses incompatible with agriculture and an accelerated erosion of the strength of Santa Clara Valley farming.

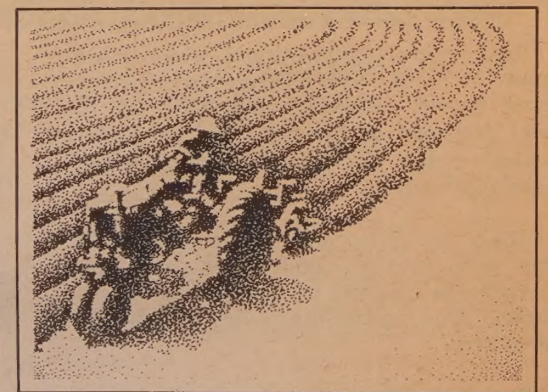
Residential uses and agriculture are incompatible when mixed for several reasons. The

residential activity drives up the price of land on nearby farms. The residential populations are often hostile to the basic activities of the farmer since the dust, noise at odd hours, spraying, and smells of farming can be unpleasant. The farmer in turn may be bothered by the trespassing, pets, and complaints of the residential population. The General Plan addresses this issue in two ways. First, those portions of the valley which are subdivided into small lots over an extensive area have been recognized as rural residential areas rather than agricultural areas. Second, the Plan recommends revision of County zoning practice within agricultural areas to assure that new residences are either for actual farm use or are created as part of a package of actions to improve long term farm viability.

Need for Permanent Preservation

Large lot agricultural zoning, as designated in this Plan, is essential to prevent the premature conversion of agricultural lands to residential uses. Land use control alone may not be sufficient in the long run to permanently preserve the farm use. The County organized a number of blue ribbon committees during the 1970's to study the desirability and prospects for the permanent preservation of agriculture in the county. Each committee agreed that at least the area of land south and east of Gilroy should be so preserved, and recommended that the County establish a program to accomplish this objective. A large portion of the Coyote Valley similarly merits permanent preservation.

A device recommended for implementation to accomplish agricultural preservation is "density transfer." Density transfer makes it possible for an agricultural landowner to receive economic gain from the permanent commitment of the land to open space farm use. The concept requires that two types of areas be established: an agricultural area which is to be restricted, and a residential area which is to be developed. Within the residential area a landowner would be entitled to develop, but only at a low density unless the owner first purchases a "development credit" from a landowner in the restricted agricultural area. The agricultural landowner would be authorized to sell development credits only after first conveying a permanent open space easement over the farm land to the County. The value of the density credit traded between farmer and residential developer would be set by the private market.



The concept requires many details to be resolved prior to implementation: the boundaries of the restricted agricultural lands, the boundaries of the development areas, the formula for issuing density credits to farmers, and the densities for the residential areas. The densities for rural residential areas recommended in the Land Use Element of this Plan should represent the maximum development allowable, and not the more restrictive "normal" density that would apply under a density transfer system.

In addition to a permanent program such as density transfer, it is important that the County pursue a range of programs to enhance and promote the continued presence of agriculture. Creation of farmers markets, agricultural cooperatives, technical services to assist farmers, farm worker housing, and continued support of the Williamson Act should be encouraged.

POLICIES

1. Agriculture shall be encouraged for the vital contributions which agricultural production makes to the economy and quality of life within the county, including:

- a. The production of food and fiber,
- b. Retention of food production near the urban population, and
- c. Maintenance of a source of continued renewing wealth within the county.

2. Sizeable areas of prime agricultural land in large parcels shall be preserved to achieve the stability necessary for those wishing to conduct agricultural operations, including:

- a. Establishment of a stable land use pattern in which each agriculturalist may be assured that surrounding lands will also be used for agriculture and that the land use pattern will remain stable enough to justify major agricultural investments,
- b. Allowing for the re-entry into agriculture of persons wanting to farm in the county,
- c. Improvement of opportunities for earning a livelihood through the productive use of rural lands and,
- d. Avoidance of non-compatible residential uses in agricultural areas.

3. Agriculture shall be encouraged so that there will be productive use of lands which must be designated as open space, including:

- a. Lands not planned to receive urban services,
- b. Lands subject to safety risks such as flooding and inundation due to potential dam failure,
- c. Lands to be left open for the retention of air quality,
- d. Lands contributing to the natural recharge of ground water,
- e. Lands in uses able to accept reclaimed water,
- f. Lands in which the retention of very light populations can minimize financial impacts on school districts, fire districts, and other public agencies serving the rural areas
- g. Open lands needed to restrict urban sprawl and to give a buffer area between cities, and
- h. Lands to serve the public good through the aesthetic, psychological and cultural benefits which open land provides.

4. The remaining areas of agriculturally used prime soils in areas not committed to urban or rural residential use shall be preserved in large parcels with continued agricultural use.

5. Land uses in agriculturally designated areas shall be limited to agriculture and uses necessary for the support of agriculture.

6. Residential uses in agricultural areas shall be allowed for those persons directly involved in the farming operations and for non-agricultural applications which enhance the long-term viability of the area for agriculture.

7. The recombining of agricultural parcels to make economic farming units shall be encouraged.

8. Housing for farm workers and farm cooperatives shall be provided for in the zoning of agricultural areas.

9. The areas of greatest farm viability, including the land to the south and east of Gilroy and portions of the Coyote Valley should be permanently preserved for agricultural use through public programs to secure a direct interest in the land, such as open space easements and density transfer.

10. The County shall continue to support programs of agricultural technical assistance and shall cooperate with public and private organizations to promote the economic development of the agricultural areas by encouraging projects such as farmers markets, farm cooperatives, and low income farm worker housing.

IMPLEMENTATION

1. Review and modify permitted uses within agricultural zoning districts to assure that all uses in agricultural areas are compatible with farming.

(Implementors: County)

2. Encourage the efforts of private groups in the economic development and revitalization of the agricultural areas in the county by endorsing the creation of:

- a. A non-profit Agricultural Lands Leasing Corporation, etc.,
- b. A Community Development Corporation to provide technical, legal, and financial assistance to small farmers, cooperatives, and rural development projects,
- c. A Business Investment Development Corporation, funded by member institutions (banks, savings and loan associations, Small Business Administration, Office of Minority Business Enterprise, etc.) to promote agricultural economic development by spreading loan risk among lenders.

(Implementor: County)

3. Review and amend the provisions of the zoning ordinance governing the creation of residential building sites in agricultural areas to assure that only residences for farm-related persons or residential applications with a long term benefit to the agricultural area are permitted. Suggested criteria for allowing housing may include:

- a. Home sites to be the residence of the landowner at a site where the person owns 40 or more contiguous acres of land on which there is no existing residence,
- b. Residences for farm laborers not requiring the subdivision of the land,
- c. Any applications which legally recombine two or more parcels of land which would both have been buildable, and which total 20 (alternately 40) acres or more,
- d. Any application which includes an open space easement restricting the parcel to a single building site,
- e. Any application which restricts through contract, easement, or dedication, the non-residential portion of the property for agricultural use.
- f. Any operating or newly planted orchard, vineyard or long living plantation covering an area of five or more acres of land or 80 percent of the landholding, whichever is greater,
- g. Farm cooperative housing, and
- h. Any farmer having filed a crop report with the County Agricultural Commission for the parcel during the past two years showing agricultural production on the site.

(Implementor: County)

4. Create a program of density transfer to permanently preserve South Valley farm land. Establish a task force to determine the areas for use in the program and to explore with cities the use of density transfer for high density urban housing.

(Implementors: County, cities)

Vegetation, Wildlife Habitat, and Mountain Soils

Santa Clara County possesses an unusual diversity of plant communities. These include the tall redwoods in the Santa Cruz Mountains, the oak woodlands of the foothills, the salt marshes of the San Francisco Bay, and many others. These vegetative communities perform a number of important functions. They serve as the habitat for the county's abundant wildlife, prevent soil erosion, maintain air quality, control runoff in the mountain watersheds, and provide great beauty.

The topics of vegetation, soil, and wildlife are grouped in this Plan because of their intimate relationship to each other. The soils, plants, and animals depend upon each other for their existence, and each must contend with human actions which constantly alter the balance in nature.

SOIL CONSERVATION AND VEGETATIVE COVER

There are as many types of soil in Santa Clara County as there are changes in rainfall, vegetation, topography, and geology. The north and south valleys are deep alluvial basins of rich soil that has been deposited over the millennia by the streams flowing out of the hills. The valley floor soils are among the world's finest agricultural soils, and are discussed in the section of the Plan dealing with agriculture. The greatest part of the county land area is in the hills, and has an extremely complex soil makeup. In the western fog belt at the summit of the Santa Cruz Mountains, the forests are lush and the soil has a rich layer of humus to hold its moisture. In the Diablo Range much of the soil is alkaline and bone dry for part of the year. The underlying rock material upon which the soil is built also varies greatly, and may be only a few inches down on many of the ridges, or many feet below in the narrow stream carved valleys. Most of these soils are fragile. Once disturbed they can be lost.



Fires

The major threats to the soil covering of the hills are fire and human actions. A major forest or brush fire can strip the soil of its protective vegetative cover, and if followed by heavy rains the soil can be quickly eroded away. The Austrian Gulch fire of 1961 was documented by the U. S. Geological Survey. That fire burned most of a five square mile area above Williams Reservoir in the Los Gatos Creek Watershed. Metering equipment showed that the fire increased the sedimentation rate of the reservoir by somewhere between 28,000 and 57,000 tons over a ten year period. On an annual basis as many as 1,000 tons of soil per year per square mile were estimated to have been lost due to the fire. The problem of fire control in the hills is dealt with in the Public Safety chapter of the General Plan.

Grading and Clearance

While forest fires are largely beyond our control, the most common forms of damage to the soils of the county are direct human actions in the form of grading and vegetative clearance.

NATURAL ENVIRONMENT

Engineers, developers and County officials have traditionally taken a narrow view of grading actions, looking more to costs and minimum standards for road cuts and building pads than to environmental impact. Erosion control along a mountain road cut often consists of throwing some rye grass on the bared slope and trusting to luck that the soil will stay in place. The results are all around us in the growing and unsightly scars along many mountain roads. Storms have caused millions of dollars of damage, much of it in the form of mudslides along roads with poorly conceived grading and erosion control. Grading initiated erosion may cause damage downhill from the project, often through deposition of silt. It is essential that grading in the mountains be held to a minimum necessary level and that all grading be made part of a broader erosion control management philosophy.

Vegetation is removed from the land for many purposes, some beneficial and some destructive. Public road crews and flood control officials regularly spray vegetation near creeks and roads with weed killers to eliminate fire danger. Building homes in the forests requires that a cleared area fifty feet all around the home be established for fire protection. Owners of timber lands seek to clear land for the profits that the lumber can bring. Ranchers clear brush to create new grazing land.

Alteration of vegetation is not necessarily a problem for soil conservation. The key requirements are that the act of removing the vegetative cover must not be destructive of the soil layer, that a new vegetative cover of equal or better soil holding characteristics be established, and that the new cover be established quickly. As an example, the removal of heavy brush from a hillside by bulldozer would pull out roots of the plants and leave the disturbed soil very susceptible to erosion. The same brush might be cleared with a ball and chain or controlled burn and be returned either as grazing land or young brush with improved habitat value. The resource conservation districts in the county are available to assist landowners in managing their vegetation in ways which protect the soil.

To give complete and adequate protection the County must exercise regulative control over the removal of major areas of vegetation and make protection of vegetative cover part of a comprehensive erosion control program.

Off-The-Road Vehicles

A final and major concern for the soils of the hills is the uncontrolled use of off-the-road vehicles. Dirt bikes and four wheel drive vehicles can destroy hillsides, and are unfortunately a major recreational outlet with a poor record for respecting private property. Used indiscriminately and without control, off-the-road vehicles pose a major threat to the hills. The County has taken a positive approach by creating a Sportsman Park near Metcalf Road where off-the-road vehicles are allowed under controlled conditions. The County has also passed an ordinance requiring permits for off-the-road vehicle use.

VEGETATION AS A RESOURCE

Beyond its value as habitat for animals and its control of erosion, the vegetation of the county offers many direct benefits.

Watershed Protection

Vegetation holds water in the soil, preventing quick runoff and aiding percolation. In addition, Redwood and Douglas Fir forests trap the fogs which drift in from the Pacific, collecting it in natural vegetative "nets" to condense the fog moisture, so that it drips to the ground and thus increases the amount of water to the watershed.

Timber

Forests produce both lumber and firewood. The redwood and Douglas Fir forests that once covered portions of the county were extensively logged during the last century. There has been little commercial logging during the past fifty years. Many second

growth stands of redwood are once again of commercial value. The proximity of the redwood forests to a major urban population, the safety hazards that logging trucks would impose on roads used by suburban commuters, the noise disruption which lumber operations would bring to rural residents, and the potential damage to the watersheds that lumbering would bring all make the resumption of lumber harvesting a very undesirable prospect for most of the county. There may be specific applications for timber harvesting that can be granted without great environmental harm, and the County has a timber harvesting ordinance for use with such applications. As a rule, timber harvesting is not encouraged.

Fire Wood

While the large scale harvesting of timber is to be discouraged, the controlled harvesting of fire wood should be encouraged. Throughout the forests there is a heavy build-up of downed and dead wood that should be removed for fire protection. Many of the oak and madrone woodlands are overgrown and could be greatly improved by selective thinning for fire wood. Thinning of woodlands causes renewed growth which improves animal habitat and at the same time reduces fuel available to a fire. Additionally, the firewood can make a modest contribution to the energy requirements of the county.

Large scale firewood harvesting should be controlled and subject to permit. The major restrictions on firewood harvesting should be to limit permits to those not requiring the use of heavy equipment, not requiring new roads, not removing any specimen trees, and to those applications which can be shown to produce a net benefit to the forest itself.

The County could establish programs for its own lands, such as parks, to encourage volunteers to remove downed wood for use as firewood.

Christmas Trees

The same conditions that make redwoods and firs grow naturally in portions of the county are ideal for commercial plantations of Christmas trees. So long as they are kept to a small scale, this activity can provide economic return without environmental loss.

Climate Moderation

Vegetation is valuable as a moderator of our climate. It reduces wind velocities, and contributes to the oxygen content of the atmosphere. It may remove or neutralize noxious air pollution.

Grazing

The vast grass and mixed grass-woodland areas of the county provide the basis for one of the oldest economic activities in the county, cattle ranching.

Use of Native Plants in Landscaping

Creative use of the less combustible forms of native plants in landscaping of development and roads in the rural areas can add immeasurably to the adequate functioning of the rural environment. Native plants require little water once established, which is important for several reasons. Many mountain areas have too little dependable water for human use without landscaping, and in any potentially unstable hill area it is wise to avoid forms of landscaping which require the application of water to the site.

WILDLIFE HABITAT

Santa Clara County has a great variety of wildlife, including several game animals, many hundreds of non-game animals, shore birds, songbirds, fish and various marine organisms.

Wildlife adds beauty and diversity to all areas in the county and is an invaluable part of nature's ecosystem. Each wild species has its own place in nature that should be respected. Also, wild species can be an indicator of the dangers of man's alterations of his environment. Besides all this, wildlife still provides man with the popular sports of hunting and fishing.

There are variety of habitats in this county that support wildlife. However, with the county's rapid urbanization of land comes the destruction of many habitat areas.

A proper wildlife habitat must provide adequate cover for protection from predators, for shading, and for feeding. It must have high quality food sources and clean water. It must be able to support adequate numbers of each species for reproduction and provide proper areas for breeding sites.

Usually, wildlife habitat is fragile and vulnerable. The rate of plant growth is slow, and therefore recovery is slow from human-induced stress. Certain wild species such as the foxes and cats, need large, stable habitats, and are the hardest hit if forced to limit their space needs.

Another problem that faces wildlife is the pesticide and herbicide poisoning of its food sources.



Protecting Habitat

If wildlife is to be preserved, it is necessary to preserve suitable habitat areas. Existing wildlife preservation laws recognize the need for healthy environments, thus stressing the importance of maintaining habitats.

California Environmental Quality Act (CEQA), which requires local governments to review land development proposals, gives local governments some power to condition or stop projects which would have an adverse impact on wildlife and their habitats.

Strong protection comes from the creation of game preserves and refuges, as has been accomplished in parts of the Baylands designated as the San Francisco Bay National Wildlife Refuge.

Most of the wildlife habitat of this county is located on private property. If wildlife is to remain an abundant resource, it must be part of the landowner's farm plans, range plans, and forest plans. Additionally, wildlife must be a part of the countywide land use plan, which designates open-space areas and establishes the extent of development in the rural areas.

POLICIES

1. Areas rich in wildlife or of a fragile ecological nature shall receive special attention for preservation as open space.
2. Environmental impact reports shall be required on projects where important wildlife, vegetative, or soil resources may be adversely affected, and applications shall be approved only with adequate mitigation or finding of no significant adverse impact.
3. County government shall seek through its regulations and the design of its own public projects to achieve conservation of the soil, and minimization of erosion.
4. Large scale clearing of land shall not be allowed unless it is in conformance with a plan to enhance the resource use of the land without loss from soil erosion.
5. Healthy specimen trees shall be protected from cutting.

- 6. Reforestation of mountain areas shall be encouraged.
- 7. Use of off-the-road vehicles in areas of fragile soil and during wet periods shall be vigorously discouraged.
- 8. Timber harvesting for lumber shall be strictly controlled. Timber Preserve Zones shall be granted only for sites for which timber harvesting permits have been granted.
- 9. Limited firewood collecting not requiring heavy equipment shall be encouraged for the removal of dead or downed wood and shall be permitted on living trees subject to a finding that the tree cutting will result in a net improvement to the forest.
- 10. Landscape use of native plants of low combustibility and use of plants requiring little water shall be encouraged in rural areas.
- 11. The use of pesticides and herbicides on wildlife areas should be prohibited because of the potential damage to birds and other wildlife.
- 12. The use and disposal of toxic pesticides and herbicides should be carefully controlled and limited to only those chemicals which are well understood and safe and those applications where other solutions are not available.
- 13. Recreational use of lands in natural areas should be limited to those kinds and intensities of activity - such as hiking, horse-back riding, picnicking, and camping - that are compatible with preserving natural vegetation and wildlife. Nesting and breeding areas that could be disturbed by such activities should be seasonally closed to the public.

IMPLEMENTATION

- 1. Review and revise grading ordinances as part of a comprehensive erosion control program.
(Implementors: County, Cities)
- 2. Encourage cluster development to minimize need for grading of roads in hill areas.
(Implementors: County, cities)
- 3. Discourage cut and fill house pads in steep land.
(Implementors: County, cities)
- 4. Deny applications for new roads or home sites on excessively steep terrain.
(Implementors: County, cities)
- 5. Encourage and cooperate with public agencies and non-profit organizations to research potential wildlife conservation and educational programs for the general public and property owners.
(Implementors: County, State, Federal, Santa Clara Valley Water District, Schools)
- 6. Grant use permits for timber harvesting only in areas which are demonstrated to be compatible with logging and which will not suffer adverse environmental impact if logged.
(Implementor: County)
- 7. Review and revise ordinance on fuel wood harvesting to make the threshold level at which a permit is required responsive to the size of the parcel and type of wood to be harvested.
(Implementor: County)

Heritage Resources

The term heritage resources is used in this Plan to denote extremely vulnerable and irreplaceable resources which, if they are to survive for future generations, must receive diligent protection by the present generation. The heritage resources include both natural and cultural entities.

- The natural heritage resources are:
- o Rare, endangered and unique plants and animals,
 - o Natural areas,
 - o Heritage trees, and
 - o Paleontological sites.

- The cultural heritage resources include:
- o Historic sites and structures, and
 - o Archeologic sites.

The heritage resources are to be given protection, and shall be a primary concern in the conditioning of applications for development and in the design of any public projects which could affect the resources. In order to accomplish this protection it is necessary that there be an inventory of all known sites, that there be a process to discover and safeguard sites which have not been previously inventoried, and that the knowledge of the sites be used in the conditioning of the projects.

The General Plan Inventory

Each of these resources has been inventoried as part of the General Plan, and all known sites have been mapped. Because many of the resources are extremely vulnerable, the Heritage Resource Map of the General Plan has been drafted to show only the general locale of the resources and does not identify precisely the nature of each mapped site. The purpose of the map is to alert property owners, policy makers, and staff preparing assessments on all land development applications and public projects to the presence of the resources. It is intended that any General Plan change, rezoning, land development applications, or public project that would affect any area indicated on the Heritage Resource Map be reviewed and conditioned in accordance with the need to protect the resources. In some instances there are more precise inventories that can be referred to: such as the State Archeologic Clearing House in Cabrillo College, or the County Inventory of Historic Sites.

In other instances it will be necessary to conduct field reconnaissance to determine the condition of the resource.

Finding and Safeguarding Sites

The inventory represented by the Heritage Resource Map consists simply of those sites which are known to exist or to have existed at the time that they were catalogued. For many of the resources there is no question that there are other sites not yet discovered. New archeologic sites are found each year, and the County's inventory of historic sites continues to grow. The known rare and endangered plant species tend to be located in places where botanists have had access - near roads and on public lands. A process simply depending on the inventories is not adequate.

In order to protect the sites that are not yet inventoried, the General Plan includes three additional concepts: environmental assessment, an ordinance to prevent loss of resources discovered in the process of development, and a review body providing oversight.

For all projects receiving environmental assessment, the reviewing staff shall have the authority to require on site investigation by experts for any heritage resource, the presence of which is reasonable to suspect on or near the site. Staff shall use judgment based on the conditions in which other known heritage resource sites have been found. As an example, if the application is along a stream which is known to have archeologic sites, then the staff may require a field reconnaissance by an archeologist as part of the assessment of the project.

In some instances, the presence of a heritage resource will be undetected until an application has already received full approval or is in the process of construction. An excavation may turn up the presence of an Indian burial ground, which requires the ability to take immediate action to protect the resources. An example of such intervention is the County's Indian Burial Ordinance, which includes power to recover bones from burial areas as they are discovered.

A final necessary component for the protection of heritage resources is an informed and concerned commission or review board that is able to bring judgement and expert knowledge to the conditioning of projects and to work for the preservation of the resources. The County Historic Heritage Commission and the Indian Burial Committee are two such bodies. Similar oversight committees are needed for all heritage resources.

The following is a brief summary of the heritage resources of Santa Clara County. Each is included in the Heritage Resource Map.

Threatened, Endangered, and Locally Unique Wildlife

The following classes of wildlife are to be given special protection by the County:

- 1. Endangered Species: These are species protected under Federal Endangered Species Acts and include any species which is endangered of extinction throughout a significant portion of its range.
- 2. Threatened Species: Species recognized by the Federal Act as likely to become endangered within the foreseeable future throughout the specific portion of its range.
- 3. Protected Species: Species which the State Fish and Game Ordinance designates as one which may not be hunted, shot, or killed.
- 4. Locally Unique: Species, or communities of species, which are not endangered on a state or national scale but which are rare or unique within the county and are to be protected. These include the few remaining Steelhead spawning areas of the county, and similar sites which could easily be lost forever from the county.

ENDANGERED SPECIES IN SANTA CLARA COUNTY	
Rare and Endangered Plant Species:	Endangered and Threatened Wildlife:
Coyote Ceanothus	Salt Marsh Harvest Mouse
Mt. Hamilton thistle	California Clapper Rail
Fountain thistle	California Black Rail
Pt. Reyes bird's beak	California Least Tern
Mt. Hamilton coreopsis	San Francisco Garter Snake
Tracy eriogonum	Peregrine Falcon
Talus fritillaria	California Brown Pelican
Martin dwarf flax	White Tail Kite
No. California black walnut	California Condor
Contra Costa baena	"Western" Yellow Throat
Dudley lousewort	American Bald Eagle
Inyo penstemon	Golden Eagle
Gairdner's yampah	Great Blue Heron
Mt. Diablo phacelia	San Joaquin Kit Fox
Glabrous allocarya	Tule Elk
Metcalf Canyon jewel flower	
Royal streptanthus	
Caper-fructed tropidocarpum	
Fritillaria Lillicaea	
Lilium Rubescens	
Balsamorhiza macrolepis	
Parvisedum pentandrum	

The Bay Area has one seventh of all the vanishing species found in California and Santa Clara County is one of the richest locations in the region. Many of the species are concentrated in the Baylands, and their presence underscores the need to preserve the wetlands and marshes of the Bay. The primary task for the preservation of the species found within the county will be the preservation of the habitat upon which they depend.

Rare and Endangered Plants

The Heritage Resource Map includes the following classes of plants:

- 1. Endangered: One threatened with extinction and not likely to survive if causal factors now at work continue operating.
- 2. Rare: One that exists in only one or a very few restricted localities, occurs in such small numbers that it's seldom seen or col-

NATURAL ENVIRONMENT

lected, or is likely to become endangered within the foreseeable future.

3. Locally Unique: Plants or communities of plants which though not rare on a state scale, are found only in a few locations within the county and could be lost from the county.

Natural Area

Santa Clara County has thirteen natural areas that are listed in the "Inventory of California Natural Areas." The purpose of this State inventory is to guide and coordinate a comprehensive effort to preserve California's natural areas. Areas designated include lands with little human alteration as well as lands of unique physical characteristics.

The California Natural Areas Coordinating Council was established to prepare the "Inventory of California Natural Areas," and to coordinate with other agencies, organizations, and individuals to preserve and protect these areas.

The Council is a non-profit California corporation founded in 1969. The Inventory is the work of 300 professional scientists and amateurs from all parts of California.

Heritage Trees

Heritage trees are historically significant, unusually large, or rare species trees which should be preserved as part of the community's historic and aesthetic heritage. They may be naturally produced native trees or may be specimens planted by people.

An example of heritage trees in the rural area is the row of Black Walnuts planted by Horace Keesling, a pioneer nurseryman. Late in the 19th century, Keesling made frequent trips from San Jose to Pacific Grove, and to protect his team of horses from the heat of the trip, he planted both sides of Monterey Road with walnuts over a sixteen mile long area. A single row still stands in the Coyote Valley.

Historic Sites and Structures

Santa Clara County has an active program for preserving the rich historic heritage of the valley. The County Historic Heritage Commission is the prime organization in the County's effort which includes:

- o An ongoing local inventory of historic sites and structures,
- o The active participation in the State and Federal programs of historic registration of historic sites and landmarks,
- o An historic district within the zoning ordinance to assure that future projects in historic areas are compatible with the historic character of the area. The most significant application of the zone is to New Almaden, a National Historic Landmark District, and
- o Local sponsorship and active cooperation with the Historic American Buildings Survey, which has been working to record many of the forms of historic architecture of this county which are important in the preservation of the heritage of the Nation.
- o Environmental assessment of projects to determine impacts on historic resources.
- o Inclusion of an inventory of historic sites within the Plan for Regional Parks,



thereby making the inventoried sites eligible for funding under the County Parks Program.

- o Encouragement of individuals with historic sites to utilize the existing State and Federal programs of tax benefits for historic preservation.

The preservation of our historic and architecturally significant sites makes major cultural, aesthetic, and economic contributions to the community. The primary objective is not to make museums out of all old buildings, but to give them an active role in present day society while keeping their essential characteristics intact.



Archeological and Paleontologic Resources

Archeology and paleontology provide our link with the people and living forms of the past. In Santa Clara County, archeological findings remind us that long before the white settlers came, the land was occupied by the Ohlone Indians. There are numerous sites of Indian villages in the county, usually with nearby "middens" or waste disposal sites. These sites can tell us much about life before recorded history. There are also burial sites which are sacred to Indians living today. Paleontologic sites tell us about prehistoric animal life and there have been major finds in the county.

Archeologic sites have been found throughout Santa Clara County, with greatest abundance in areas where food was found - near the Bay, along streams, and in oak groves. Many of the locations most prized by the Indians are also ones where present day people desire to build.

The presence of archeologic or paleontologic sites in an area proposed for development does not necessarily mean that the development cannot occur. There are some sites which are so important that they should not be disturbed at all. These sites should be purchased and set aside as archeologic preserves. Most sites provide the ability to design a project so that it does not destroy scientific evidence or disturb religiously significant remains. In the most extreme situations it may be necessary to excavate a site or remove the remains of a burial area. In such cases the project should be denied or conditioned to assure that the proper steps are taken to safeguard the resource.

POLICIES

1. Heritage resources (including historic, architectural, archeologic and paleontologic sites, natural areas, heritage trees, and rare or endangered plants and animals) shall be identified and protected from loss or destruction.
2. The Heritage Resources Map of the General Plan and its associated inventories shall be maintained, updated and used to review, approve, deny and condition, private development projects and to guide the design of public projects in all areas where there are heritage resources.
3. For projects receiving environmental assessment, expert opinions and field reconnaissance may be required if needed at the applicants' expense to determine the presence, extent, and condition of suspected heritage resources and the likely impact of the project upon the resources.

4. A preliminary screening shall be made on projects not usually receiving environmental assessment, such as single site approvals, minor grading, demolition permits, and tree cutting permits, to determine if they will impact a heritage resource. If an impact is likely, the approval shall be subject to a focused environmental assessment limited to the issue of heritage resources.

5. Projects in areas found to have heritage resources shall be conditioned and designed to avoid loss or degradation of the resources. Where conflict with the resource is unavoidable, mitigation measures that offset the impact may be imposed.

6. No heritage resource shall knowingly be allowed to be destroyed or lost through a discretionary action (zoning, subdivision site approval, grading permit, building permit, etc.) of the County of Santa Clara unless:

- a. The site or resource has been reviewed by experts and the relevant County review board or commission and has been found to be of insignificant value, or,
- b. There is an overriding public benefit from the project and compensating mitigation to offset the loss is made part of the project.

7. The application of historic district zoning to sites, districts, and areas containing historic structures shall be encouraged.

8. The participation of concerned citizens and professionals dealing with heritage resources in the identification of sites and the review and conditioning of projects by its boards and commissions shall be encouraged by the County.

9. Grading, roads, building sites, and drain fields in new building sites and subdivisions shall be designed to avoid the loss or degradation of heritage resources.

10. Land divisions in areas with heritage resources shall be designed to encourage clustering of building sites in locations not adversely affecting the resource, and to leave large buffers of open space around any resource which would be affected by the presence of people.

IMPLEMENTATION

1. Review existing land development, building, demolition and environmental assessment ordinances and guidelines and make amendments as necessary to assure that no heritage resource is destroyed inadvertently or by failure to provide safeguards in the ordinances.
(Implementor: County)
2. Promote use of the Historic Building Code of the State of California for historic sites in the county.
(Implementors: County, Cities)
3. Adopt an Archeologic Ordinance.
(Implementor: County)
4. Encourage owners of eligible historic properties to apply for State and Federal registration of these sites and to participate in the programs of tax incentive for historic restoration.
(Implementor: County)
5. Seek coordination and cooperation in the preservation of heritage resources with other governments and with private and non-profit organizations to establish funding sources to acquire and preserve sites or to acquire easements over sites and building facades.
(Implementors: County, Cities)
6. Condition tentative and final maps by adding a procedure to be followed in the event that heritage resources are encountered during the development process.
(Implementor: County)

CONSTRUCTED ENVIRONMENT

Mineral Resources

There are three kinds of mineral resources in Santa Clara County:

- o Minerals used in the construction industry: limestone used in the manufacture of cement, and rock, sand, and gravel used for road base construction and for concrete;
- o minerals used in the manufacture of metal or other products; and,
- o calcium chloride (salt) obtained from solar evaporation.

Valuable limestone deposits currently mined for cement are found in the Kaiser Permanente quarries along the Monte Bello Ridge west of Cupertino. Rock suitable for road base construction is found throughout the mountain areas of the county. There are some deposits of medium-to-good quality diabase rock, including a sizeable deposit on County-owned property on Metcalf Road. High quality sand deposits useable for concrete are mostly depleted.

Of the minerals in the second category, cinabar, chromite, manganese, and magnesite are the most important. None of them, however, is currently valuable enough to be mined to any extent today.

Deposits of magnesite in the Red Mountain district on the border of Santa Clara and Stanislaus Counties have been the principal source of magnesite in California since 1945; however, this district has been closed down. There is presently some exploration for oil in the South Santa Cruz Mountains.

The salt industry is centered around the San Francisco Bay, particularly in the south Bay Area. Large tonnages of the material have been obtained at Newark by solar evaporation in salt ponds in northern Santa Clara County and southern Alameda County.

Although conservation entails wise use of resources, the conditions surrounding the extraction of a resource may endanger other important resources. Mining can cause massive disruption of the landscape with consequent loss of scenic resources, such as the Kaiser Cement Quarry. It can cause water pollution, such as mercury contamination of waters flowing out of the Almaden and Guadalupe mines drainage area. It can cause air pollution such as dust from rock crushing operations or cement manufacture. Careful evaluation of resource use values versus resource losses should be undertaken before embarking on mineral extraction operations.

Through careful planning it is often possible to rehabilitate mineral extraction sites after depletion and use them for other activities of public value. Vasona Park, for example, was created partially on the sites of depleted sand and gravel operations.

Rehabilitation should start from the day the quarry operation begins. Before the area can be used for any of the uses indicated, large quantities of overburden or top soil, or possibly waste material, must be moved and shaped or stockpiled. Grading, screening, or screen planting must take place to improve features of the area, and at the same time, reduce objectionable operational characteristics, and screen or ameliorate such things as truck movement, dust, noise, and odor.

POLICIES

1. High priority rock, sand, and gravel resource areas should be protected from encroachment or urban development.
2. Plans for rehabilitation and reuse and erosion control of mineral extraction areas shall be made a condition of any use permit.
3. Environmental impact assessments shall be required for any mineral extraction proposal.
4. New or significant expansions of quarries and mines shall be approved only if compatible with neighboring land uses, free from hazardous traffic impacts, and not disruptive of the environment.

CONSTRUCTED ENVIRONMENT

GOALS

DESIRED COMMUNITY CONDITION

- o A well designed, attractive constructed environment.

COMMUNITY GOALS

1. Orderly urban growth and development planned to be sensitive to the natural environment and to create attractive communities.
2. All urbanized areas efficiently supplied with urban services and facilities.
3. A balanced and varied mix of employment-generating land uses which is compatible with the planned housing supply, the capacity of transportation systems and other facilities, and improvements in environmental quality.
4. An adequate amount and variety of open space in urbanized areas.
5. Rural development that protects the county's natural resources and amenities and avoids undue exposure to hazards.

OVERVIEW

Over the last three decades, Santa Clara County has been one of the fastest growing metropolitan areas in the country. It has seen much of its rich endowment of open space dissipated under the impact of uncontrolled urbanization. From 1950 to 1970, as the county's economic base shifted from agriculture to manufacturing, the county's population grew from 290,000 to over one million.

Approximately two-thirds of this increase came from new residents moving into the county. Since 1970, this area has burgeoned into a worldwide center for the semiconductor industry. It has evolved from a sprinkling of towns serving surrounding farms into a major metropolitan area.

The great size and extent of the urbanized part of the county add to the complexity of the lives of people living and working here. Many people face long commutes. Most of us are dependent on large and remote providers for basic living needs such as water and energy.

This very size and complexity of the urbanized part of the Santa Clara Valley make answers to questions about future urban and rural growth and development and service provision even more essential. These questions include:

- o How many jobs, housing units and people can be accommodated here?
- o At what rate should growth occur?
- o Where should new industrial plants, offices, shopping centers and housing units be located?
- o What development standards are needed in the rural areas of Santa Clara County to assure consistency with the goals of the County General Plan?
- o Does the county have natural limits to the amount of urban growth it can accommodate? Are we approaching or have we surpassed such limits?
- o How can urban facilities and services best be provided to meet existing and projected needs?
- o How can the County government assure that its facilities are consistent with this Plan?

- o What changes in energy supply and use will be required to meet the conditions of the coming decade?

These issues regarding Santa Clara County's constructed environment are addressed in the Plan. Policies on employment growth, the supply of housing and the transportation system are described in separate sections of the Plan.

The Constructed Environment section includes:

- o Managing Urban Growth and Development - Guidelines for defining the rate and reasonable limits of urban expansion.
- o Unincorporated Pockets - Policies for unincorporated land inside city urban service areas.
- o Unincorporated Development - Guidelines, procedures and standards for development in the unincorporated pockets and rural areas of the County.
- o Facilities and Services - Guidelines for major public facility expansion to assure timely construction and to coordinate facility capacity.
- o Solid Waste - Guidelines to assure economical processing, resource recovery and disposal of solid waste.
- o Energy - Problems and actions needed to reduce energy consumption in the county.



Managing Urban Growth and Development

OVERVIEW

Santa Clara County and its cities have long accepted the concept of managed urban development. The haphazard growth patterns and annexation "wars" of the late 1950's and early 1960's, with by-products of urban sprawl, destruction of agricultural and open space resources, and inefficient service patterns have prompted strong action. The Board of Supervisors, the cities, and the Local Agency Formation Commission (LAFCO) have adopted plans and policies for better management of urban development. The resulting management system was defined in the Urban Development/Open Space (UD/OS) Plan adopted by the County, each of the 15 cities, and LAFCO. This plan, which indicates how, where and under whose jurisdiction urban development should take place, represents a unique partnership among the agencies mentioned above. Indeed, the Santa Clara County approach is looked upon as a model for other counties in the state to use in their efforts to face the pressures of urbanization.

The UD/OS Plan successfully laid the ground rules for growth in the 1970's and succeeded in stopping continued sprawling development of remaining rural lands.

CONSTRUCTED ENVIRONMENT

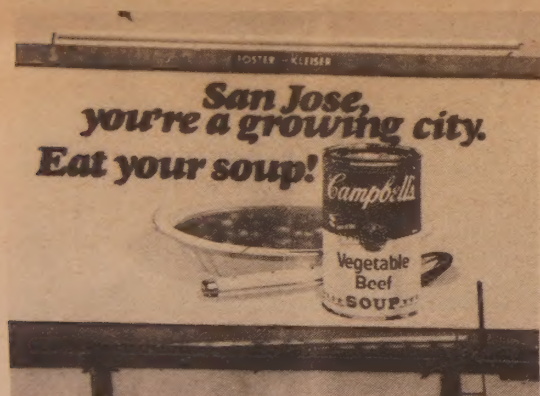
Additional major issues addressed in this General Plan are:

- o The total amount of growth this area can absorb and its relationship to the environment,
- o The rate at which growth should occur, and
- o The internal arrangement of urban land uses needed to benefit the metropolitan population.

The challenge for Santa Clara County in the 1980's will be to address these issues and implement a refined growth management system that assures a sensible total growth rate which lessens existing imbalances. Among the components of this system should be the regular collection of data on urban growth to allow monitoring of changing conditions and the progress being made in solving problems identified in this Plan.

The refined growth management system will also consolidate and improve existing services and facilities, direct urban growth to those areas that can be most efficiently served by those facilities, and manage proposals for urban expansion to insure consistency with environmental and resource limitations.

The need for a comprehensive system to manage the rate and location of urban growth has never been more important for Santa Clara County. In recent years, we have become aware of the regional nature of certain problems and the inability of individual cities to deal with them. The imbalance of employment and housing location and the overtaxing of the county's road network are the most obvious examples. A drive on the freeways at peak hour will confirm this even to the most casual observer.



The best location for future jobs and housing is still to be determined for the metropolitan area. Cities have substantially more land planned for employment growth than for housing. The relative location and rate of housing and job growth have created major problems in the last half of the 1970's. If one part of the metropolitan area experiences very rapid employment growth while housing growth is slow throughout the county, and that which is built is far from the job centers, major dislocation can result.

It is also clear that the county has nearly exhausted its supply of land that can be urbanized and provided with services. Urbanization is encroaching on hillside and mountainous areas, where urban development could be either costly, hazardous, or destructive to our natural resources. The county's remaining areas of prime agricultural land are under strong pressure for development. These lands could play an important role in the 1980's for the protection of open space, the definition of urban form, and the production of food and fiber. Increasing costs of energy could make such lands increasingly more valuable for agriculture.

Perhaps the overriding reason for the stronger policies for managed urban growth is the fiscal situation facing local governments. The fiscal resources are no longer available to correct local or regional problems emanating from poor land use decisions.

Any system to manage existing and future urban growth, development, and service provision, and their rate and timing, must

address the following issues:

- o Where and when should cities expand into presently undeveloped areas? Are there areas in the county where urban growth should not be permitted?
- o If expansion is necessary, what procedure and policies should be used to evaluate its appropriateness? What rate and timing should be followed in staging urban expansion? What agency will have the final decision on the appropriateness of each request?
- o What policies should be followed regarding annexations, detachments, and reorganizations of territory between cities?
- o Should the County encourage the annexation of unincorporated areas that are already inside of urban service areas?
- o What should County policy be toward the management of the number and extent of special districts and special assessment districts?
- o What policies and criteria should be used in evaluating proposals for the creation of new cities and new special districts?

URBAN EXPANSION

Santa Clara County's policies regarding urban expansion must be viewed in the context of State law. In 1963, the State legislature passed the Knox-Nisbet Act, which created the Local Agency Formation Commission (LAFCO) for each county. This commission was intended to provide a regional review of proposals to expand urban limits and to make studies of the logical development of cities.

State policy and the purpose for LAFCO's regulatory powers are stated as follows in the law that created LAFCO:

"Among the purposes of a local agency formation commission are the discouragement of urban sprawl and the encouragement of orderly formation and development of local agencies based upon local conditions and circumstances. One of the objectives of the local agency formation commission is to make studies and to obtain and furnish information which will contribute to the logical and reasonable development of local governments in each county and to shape the development of local governmental agencies so as to advantageously provide for present and future needs of each county and its communities."

In Santa Clara County, this state mandate has been fashioned into a method of encouraging the orderly formation of local agencies through the urban service area concept and through policies and guidelines that govern LAFCO approval of annexations, detachments, changes of organization and formation of new governmental entities.

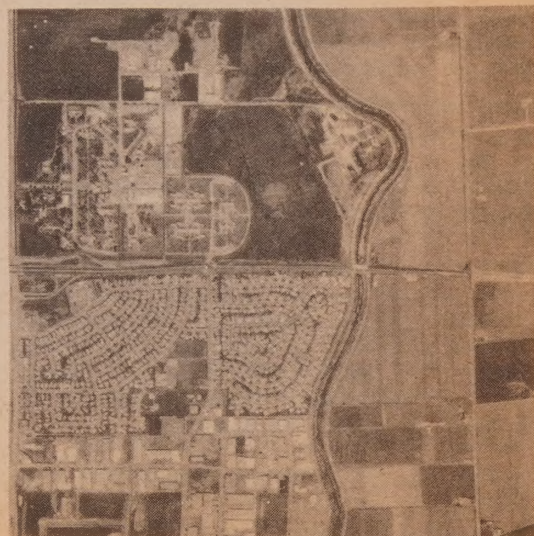
Urban Service Areas

The growth management system for urban expansion that was developed by the County, cities, and LAFCO is a flexible, dynamic system responsive to the cities' needs for expansion and the need for protection of natural resources. Basically, it works as follows:

- o Since 1973, it has been the policy of the Board of Supervisors that new urban development occur only in cities.
- o Each of the 15 cities allows urban development to occur only within the limits of its "urban service area." The urban service area boundary includes incorporated and unincorporated lands that provide a supply of land which the city is willing and capable of serving over approximately the next five years at its expected growth rate.
- o Adjustments to the urban service areas can be made annually if necessary. The city evaluates its land use needs and rates of growth during an annual general plan review or during the update of its five-year capital improvement program.

If the city feels that it is necessary to expand the urban service area, it makes an application to LAFCO. LAFCO evaluates the city's request as an impartial third party, considering its own and county policies, as well as the logic of the city's request and the city's needs for more land in which to grow. The decision to approve, deny, or amend the city's request is ultimately LAFCO's.

The system has worked well, encouraging orderly urban expansion, and continues to be refined over time. Since 1975, a Master Environmental Impact Report (MEIR) has been prepared for several major requests to expand an urban service area. An MEIR takes into consideration both the local and regional impacts of a city's request for urban expansion as well as the city's ability to service such expansion.



Staging Urban Expansion

The staging of the urban service areas and urban development in general must be carefully evaluated in order to properly implement County policies that call for efficiency in the provision of services and conservation of resources and energy. The disappearance of lands suitable for development, natural resource issues, soil constraints, the skyrocketing costs of urban facilities and services, and the imbalances in job and housing location make the staging decisions more critical.

These staging decisions should also apply to lands within existing urban service areas where projects are proposed that could aggravate present problems, such as annexations of land designated for industrial development to cities which already demonstrate a jobs/housing imbalance.

Schools, for example, have a major role to play in providing services to new housing. The decision to expand or restrict the supply of housing made by cities in their plans can have a major impact on schools, although school districts generally have little control over those decisions. This impact is felt in two ways. In growing areas a rapid rate of residential growth can cause serious overcrowding of existing educational facilities until new school construction catches up. In other parts of the county where new housing has not been built for some time, many schools are closing because of a lack of school age children.

Thus, LAFCO should give the following topics major consideration when reviewing the staging of urban expansion.

- o The balance of jobs and housing within the city and its relation to the entire county.
- o The suitability of the land for urban development in terms of natural resources and physical hazards.
- o The capacity of the existing facilities and services to accommodate new expansion.

The Economic Well-Being and Housing sections of the General Plan describe in more detail the policies and actions which are necessary if the County and cities are to maintain an adequate level of housing to

meet the demands created by our expanding economy. Measures such as removing an equal amount of land zoned for employment, or rezoning more land for housing, may be necessary before a change in a city's urban service area is approved.

Consideration of the suitability of land for urban development has become increasingly important over the past several years due to the growing awareness of geological hazards, and the need to conserve diminishing resources in Santa Clara County. Those areas which meet specific criteria for hazards, resources protection and watershed protection should be identified and excluded from consideration for urban service area expansion. The County has identified those areas in the General Plan and must now work with the cities and LAFCO to define suitable boundaries which can be adopted in each of the cities' general plans, to specify urban expansion limits.

POLICIES

1. A countywide plan for urban development and the preservation of natural resources should be prepared, adopted, and implemented.
2. Urban development should occur only within urban service areas and under city jurisdiction.
3. Urban service areas and new city incorporations should include only those areas which are reasonably serviceable, relatively hazard free, without substantial predictable environmental impact, without severe off site impacts and do not contribute to adverse cumulative impacts on the county's watersheds and other resources.
4. Urban expansion should be planned and programmed on a staged basis, consistent with applicable plans (e.g., city, County, countywide plans) and the availability of needed urban services and facilities.
5. Lands unsuited for urban development as defined by the following criteria shall not be annexed to cities or included in urban service areas unless the land is designated for park use:

Hazards:

- a. Flooding: includes areas designated under the National Flood Insurance Program as floodways/tidal zones, coastal high hazard areas, and federal rate zones;
- b. Seismic Hazards: includes areas mapped as having high ground failure potential, known landslides, areas of high landslide susceptibility, areas of saturated, unstable soils, zones of potential surface displacement near faults in areas of steep land, and areas subject to Bay flooding if the levees fail in an earthquake;
- c. Sanitary Landfill Sites;
- d. Areas of saturated soils and areas where the water table is within three feet of the surface;

Resources:

- e. Areas of soil creep;
 - f. Prime Agricultural Soils: Class I, II soils and Class III soils in areas where parcel sizes and ownership patterns are compatible with agricultural use of the land;
 - g. Bayland Marshes and Wetlands; or
 - h. Watershed Lands: areas generally above 15% slope.
- (See Public Safety section for more detailed policies)
6. Development activity should minimize degradation of the natural environment and diminishment of heritage resources, and measures should be taken to mitigate potential adverse impact.
 7. Proposals for expansion of urban service area boundaries shall be approved only if:

- a. The city or special district and the affected school district or districts have the ability to provide the full complement of needed public facilities and services to developed and undeveloped areas within the proposed urban service area within 5 years.
 - b. The supply of land within the city's urban service area accommodates no more than 5 years of planned growth.
 - c. Lands planned for employment do not exceed the capacity of the city's existing and planned housing supply to accommodate the housing demand generated by employment.
 - d. The city's housing element of its general plan documents that the housing needs of all segments of the community are being met.
8. In cities with a planned or existing excess of jobs relative to housing supply, expansion of urban service area boundaries for the purposes of increasing land for permanent employment shall not be approved unless:
 - a. There is removal of an equivalent amount of land planned or zoned for permanent employment from the urban service area. Lands already incorporated must be accompanied by an application for detachment, or
 - b. If removal of such land is unfeasible, modification should be made in the city's general plan and zoning or pre-zoning to change allowed uses on an equivalent amount of land from permanent employment to other categories, such as residential, which would obtain a better regional balance between jobs and housing.
 9. Review of proposals for the development of new housing where schools are or would be overcrowded should include consideration of school impacts and require adequate mitigation measures.
 10. New residential construction should be located to make maximum use of existing schools.

IMPLEMENTATION

1. Designate urban service area boundaries consistent with city, County and countywide plans.
(Implementors: LAFCO, Cities, County)
2. Re-evaluate the urban service areas of all cities for possible revision using the following criteria as a minimum guide:
 - a. An improved balance between jobs and the supply of housing, and
 - b. Availability of major facilities and services including: Transportation, Water Supply, Sewage Treatment Capacity, and
 - c. Suitability of lands for urban development.
 (Implementors: LAFCO, Cities)
3. Designate lands unsuitable for urban development in local general plans and delineate an urban expansion limit.
(Implementors: County, LAFCO, Cities)
4. Submit to the County for official review and comment proposed city General Plan changes.
(Implementor: County, Cities)
5. Develop a detailed process for existing local governments to assure monitoring and referral of major planning and land use proposals to all affected jurisdictions for review, comment and discussion if requested by affected jurisdictions or other parties, such as that proposed by the Inter City Council (See Appendix).
(Implementors: Cities, County)
6. Revise regional plans, guidelines and review procedures to be consistent with the adopted General Plan.
(Implementors: LAFCO, ABAG, MTC)



GOVERNMENT REORGANIZATION PROPOSALS

The second major component of Santa Clara County's efforts to effectively manage urban growth and development will be the development of policies and actions pertaining to the reorganization of existing governmental entities and the possibility of the formation of new ones.

The following changes in local governments are allowed under State law:

- a. Incorporation/Disincorporation - the creation/end of a city.
- a. Formation/Dissolution - the creation/end of a special district.
- a. Annexation/Detachment (or disannexation) - the addition/deletion of territory from an existing city or special district.
- a. Transfer - the simultaneous change of two jurisdictions' boundaries to add territory to one and delete it from the other.

These formation tools for governmental organization can produce major changes in the efficiency and responsiveness with which public services are provided by local public agencies. Review of proposed changes should take into consideration major goals for the constructed environment and general government set forth in this Plan.

In addition, urban growth and development can also be influenced by the decisions of private companies and individuals, through the creation of special assessment districts.

Annexations, Detachments and Other Boundary Changes

Once a unit of government has been formed, it can bring more land within its boundaries by annexation. Conversely, it can also reduce its boundaries by deannexation, which is more appropriately known as detachment. Annexation laws were created to provide flexibility for cities and special districts to extend services and grow into new areas. They have been misused by local agencies to extend city boundaries into areas where urban services could not possibly be provided without tremendous cost to the city. The cities and the County often would compete with each other to attract developers.

The result is the inefficient pattern of incorporated limits. Islands of unincorporated territory are scattered through many of the fifteen cities, giving the appearance of an archipelago of county pockets among a sea of incorporated area. Instead of concentrating their annexation activity in a compact area, cities have stretched long tentacles out to connect to territory far from their urban core. These have been described as "cherry stem" annexations. The shape of certain cities defies description and creates serious obstacles to efficient public service provision.

There are, fortunately, methods at hand to change the boundaries of cities or districts, if necessary. State law accommodates proposals for changes of organization (the exchange of territory between cities or districts) if desired by the two affected agencies. In Santa Clara County, LAFCO has established criteria for boundary transfer proposals. If desired, individual groups of citizens can petition to have such transfer

CONSTRUCTED ENVIRONMENT

proposals considered. However, affected cities must agree to such transfers for the transfer to take place.

These are potentially valuable tools for the management and direction of urban growth. The County, the cities, and LAFCO do have the options at hand to influence the future shape of cities. County policies can be evaluated during each annexation or detachment proposal. Such issues as regional jobs and housing balance, impact of cities' internal growth on the transportation system, and the identification of a neighborhood with one city or another can be evaluated at these stages of the project.

Incorporation and Disincorporation of Cities

Procedures for the incorporation of new cities and the dissolution of existing cities are outlined in the Municipal Organization Act of 1977 (MORGA).

Incorporation requests are initiated either by resolution of a County Board of Supervisors or by a specified percentage of residents of the area proposed for incorporation. If an adequate number of signatures is obtained, the proposal goes before LAFCO, which is charged by law with evaluating the merits or demerits of the proposal.

During its review, LAFCO considers factors similar to those used in reviewing proposals for the formation of special districts (the need for incorporation, fiscal soundness, whether or not services can be better provided by existing agencies).

If LAFCO approves the proposal, it is sent to the conducting authority (in this case, the Board of Supervisors) who is required to complete the proceedings. This involves either termination of proceedings if a majority of affected residents file protests or the authorization of an election on the proposal. If the election favors approval, the new city is born.

The presently unincorporated area where creation of a city is most likely to be an issue in this county is San Martin. This area lies midway between Morgan Hill and Gilroy in the South County, has a substantial population and an ongoing need for public services. Many residents of the area have also expressed the desire to have more direct authority over local land uses.

The possible incorporation of San Martin is a complicated subject clouded in uncertainty. Since the passage of Proposition 13, the ability of any new city to be fiscally sound is in doubt. The County should work with residents of this area to define the best possible future course of action for San Martin.

Disincorporation proceedings follow almost the same procedures. They are initiated either by a resolution of application from the Board of Supervisors, the affected city, or by petition of the area residents. MORGA outlines the requirements of the number of signatures and the steps that must be taken, but the disincorporation is subject to LAFCO review and possible denial. An election is also required for disincorporation.

The County should carefully evaluate the incorporation requests it receives for conformance to its growth management policies. The creation of a new governmental entity must clearly demonstrate that existing services are inadequate and that adequate revenue bases exist.

POLICIES

1. Unincorporated lands inside city urban service areas should be annexed to cities.
2. Annexation outside of established urban service areas shall not be approved.
3. Proposals for annexation should be reviewed for impact on the balance between jobs and housing in the annexing city based on the following criteria:

- a. Cities with a surplus or balance of housing relative to jobs which would remain so after annexation and development are not affected, and

- b. Annexation proposals which would result in a surplus of jobs relative to housing supply in the annexing city must take mitigating measures to increase the amount of housing in the general plan of the city to obtain a balance.

4. Annexation to cities should take precedence over annexation to or the formation of a special district.

5. City lands outside of urban service areas and not likely to be urbanized within the time frame of the city's general plan should be considered for disannexation from the city.

6. Transfer of territory from one unit of government to another by boundary changes which will increase the overall efficiency and lower the total cost of providing public services should be encouraged.

7. Proposals for incorporation must demonstrate that:

- a. The need for municipal services or control cannot be better satisfied by an existing city or the County, and

- b. The proposed new city will be able to raise sufficient revenues to cover the costs of providing desired services.

IMPLEMENTATION

1. Encourage and facilitate the annexation of unincorporated lands within city urban service areas.

(Implementors: Cities, County, LAFCO)

2. Revise criteria and procedures for annexation to be compatible with the County General Plan.

(Implementor: LAFCO)

3. Initiate disannexation proceedings on lands unsuitable for urban development.

(Implementors: Cities, LAFCO)

4. Perform studies of the major urban services and service providers to define the most cost-effective means of providing public services.

(Implementors: County, Cities, LAFCO, Special Districts)

SPECIAL DISTRICTS

Special districts are organized governmental entities created for the purpose of providing one or more services within specified boundaries. The services provided vary greatly both in scope and in the extent of territory served. A special district boundary could extend only a few hundred feet along a mountain road (as in the case of some road maintenance districts), or it may include several cities and counties (as in the case of the Bay Area Air Quality Management District). The services provided by the special district could be a single function (such as a cemetery district), or multi-functional (as in the case of the Santa Clara County Valley Water District).

In California, the procedures for the creation of special districts vary depending on the type of district to be formed but usually involve the circulation of a petition and an election. Occasionally, the State legislature will pass a special act for the formation of a certain district.

In all cases, however, prior to initiating any proceedings, the approval of the County's Local Agency Formation Commission (LAFCO) must be obtained. Proponents of a district formation must demonstrate to LAFCO that: 1) the district will be fiscally capable of providing the proposed services, 2) there is a demonstrated need for the service that is proposed, 3) the service will not duplicate or overlap services provided by existing agencies, and 4) the uses thus served will be in conformance with applicable plans.

It should be noted that school districts are exempt from regulation by LAFCO and follow separate procedures for formation.

Special districts are legal entities and possess varied governmental powers, including the power to levy taxes and float bonds. Prior to Proposition 13, the predominant method of special district finance was through the property tax. The dependence on this tax caused severe impacts on some districts which had no other source of revenue, particularly fire and resource conservation districts. Other districts, such as sanitation districts, were not as materially affected, since they were to a large degree financed through service charges and connection fees and could raise these fees to make up for lost revenues.



Special Districts in Santa Clara County

Santa Clara County has been more successful than most counties in controlling the number of special districts. At the present time, Santa Clara County has a total of 26 active special districts which are governed within the county. Three of these are being considered for dissolution. This number also reflects the recent consolidation of Sanitation Districts 2 and 3, the consolidation of the Gilroy and Morgan Hill Rural Fire Districts (into the new South County Fire District) and the dissolution of the Milpitas Sanitary District. This is a small number of districts when compared to a total of 251 now existing in Los Angeles County.

The major effect of Proposition 13 on special districts has been to limit their autonomy and increase their dependence on the State and the County Board of Supervisors. Long-term revenue sources for many districts are still unclear. This not only makes it difficult for existing special districts to plan and provide for adequate levels of service, but makes it unlikely that LAFCO will approve the formation of new special districts.

These changes have generally reinforced the policies of Santa Clara County that urban development should occur inside cities where services are present, and that outward expansion of the urban area should occur only after vacant lands, with easy access to services, and within cities' urban service areas, have been developed.

The fiscal challenges in the post-Proposition 13 era can be met in Santa Clara County more easily than in most other jurisdictions because of existing policies to manage urban growth. Efficient service provision that is consistent with all County policies should be a key criterion in future evaluation of special district reorganizations or formations.

POLICIES

1. Proposals for the formation of a new special district must demonstrate that the need for services cannot be better met through annexation to a city, the county, or an existing special district.

2. Any proposal to provide public "urban" services or private services should be evaluated to ensure that the area has been designated for development which is compatible with the type and intensity of the proposed urban service or facility and is consistent with the applicable general plans.

3. Urban level services should not be available outside of urban service areas from public or private service providers unless they are consistent with an area service plan developed by the County in cooperation with the affected city or cities.

CONSTRUCTED ENVIRONMENT

4. Proposals for the formation of a special district or incorporation should not be approved unless proponents can demonstrate that there is a sufficient revenue base to support the proposed services without diminishing the tax base of existing government agencies.

5. The activities of special districts should be consistent with adopted urban development policies of the Local Agency Formation Commission, the cities, and the County.

6. The continued need for existing special districts should be reevaluated periodically to assure cost-effective public service provision.

7. Special districts should not be formed which give any special interest groups the status of a government agency.

IMPLEMENTATION

Adopt criteria for service which must be met prior to the formation of a new special district.

(Implementors: County, LAFCO)

SPECIAL ASSESSMENT DISTRICTS

Extension of Urban Services by Special Assessment Districts and Private Companies

Certain specific urban facilities and services are provided in Santa Clara County by special assessment districts or private companies. They enable land development to occur and are not subject to review by LAFCO.

Private property owners can finance the provision of certain urban services through the creation of special assessment districts. This is done by a group of residents who decide that a service or public improvement has become so necessary that they are willing to assess themselves an annual payment for its provision. It is also done by developers to finance a service facility for land development which will then be paid by the purchasers or future occupants of the development. This method is used for such services and improvements as roads, sewers, storm drainage, water supply, street lighting, recreation centers, etc. The law specifies that the owners of 60% of the assessed valuation of the land must petition the Board of Supervisors which then holds a public hearing. On the basis of the evidence presented, the Board determines whether to form the district, including the area to be assessed, the service to be provided, and the tax to be levied.

Urban services are also extended by private utility companies. Such extensions are generally subject to the review of the local government having jurisdiction and by state utility regulating agencies. Since proposed extensions which are overscaled or inappropriately designed can stimulate a demand for urbanization or other urban services beyond what was originally intended, careful review of proposals is necessary.

POLICIES

1. If there is a demonstrated need for services to existing or new development and that need can best be met by a special assessment district or private utility, then this form of service may be extended with the following provisions:

- a. The increased capacity will not exceed the identified need and the planned level of growth, and
- b. The increased capacity is consistent with that of other services planned for the area.

2. No development proposals shall be approved in areas requiring services provided by a special assessment district or private service provider unless the needed services will be available.

CONSTRUCTED ENVIRONMENT

GOALS

COMMUNITY GOALS

1. All lands inside city urban service areas annexed to cities.
2. Services and facilities provided efficiently to unincorporated pockets.

OVERVIEW

Within many of the cities' urban service areas are scattered unincorporated lands, completely or almost completely surrounded by incorporated city lands. These county lands inside urban service areas are called the "unincorporated pockets." Many of the unincorporated pockets are fully urbanized areas with both residential and commercial land uses. These areas are difficult and inefficient for special districts and the County to serve, and could be more easily served by the cities which surround them.

Unincorporated pockets pose some difficult problems. Current state law and city and county policies encourage the annexation of these areas. Yet, annexation of the unincorporated pockets has generally proceeded slowly, often because annexation proposals have been strongly opposed by unincorporated residents.

Santa Clara County's General Plan policies for the unincorporated pockets provide strong incentives for unincorporated residents to seek annexation to cities. The policies reaffirm the County's position that urbanized lands should be in cities, establish more stringent County zoning than city zoning for comparable areas and reaffirm the County's position that services to these areas should be provided as efficiently as possible.

ANNEXATION OF THE UNINCORPORATED POCKETS

History of Unincorporated Pockets

Most unincorporated pockets are historical by-products of the county's growth. Some cities chose not to annex the unincorporated lands because they were already developed and existing residents vehemently fought annexation. Some unincorporated pockets exist because property owners chose to develop in the county where property taxes were lower and development standards less stringent than in the cities. Today, as a result of Proposition 13, unincorporated and incorporated property owners pay essentially the same property tax rate.

Since 1972, it has been the policy of the County and the 15 cities that annexation of the unincorporated pockets should be pursued to achieve more regular community boundaries, stronger community identity and more efficient provision of services and facilities.

1975 Profile of the Unincorporated Pockets

In 1975, about 100,000 people lived on unincorporated land inside the cities' urban service areas. Over 58,000 people resided inside



San Jose's urban service area, while about 100 people resided in unincorporated pockets inside the Milpitas' urban service area. This means that the problems such as the ability to provide services associated with the annexation of the pockets vary from city to city.

There is much diversity among the unincorporated pockets, so it is difficult to make generalizations about them. By and large, the demographic characteristics of the unincorporated pockets are not strikingly different from the cities which surround them.

- o The unincorporated pockets generally contain a higher percentage of single family and owner occupied housing units than the cities which surround them.

- o In 1975, the median monthly cost of renting or owning a home in the unincorporated pockets was \$162, somewhat less than the \$193 median monthly cost of renting or owning a home in the cities. Although housing costs have dramatically increased since 1975, it is assumed that the relationship between housing costs in the unincorporated pockets and the cities has remained the same.

- o There is no clear relationship between the income characteristics of the cities and the unincorporated pockets. In some cities (Sunnyvale, Cupertino), average 1975 household incomes are higher in the incorporated area than in the unincorporated pockets. In other cities (Mountain View, Los Altos Hills, Campbell), the opposite is true.

Municipal Organization Act of 1978 (MORGA)

The unique island annexation provisions of MORGA, which remain in effect until January 1, 1981, allow substantially developed unincorporated pockets less than 100 acres in size to be annexed without an election of residents in the pocket. Such annexations can be initiated by city councils or the County Board of Supervisors.

With the exception of Los Altos, Mountain View and Santa Clara, most of the cities are planning to annex islands which qualify under MORGA provisions. The critical question is whether all of the planned island annexations can be completed before the island annexation provisions expire on January 1, 1981. It is doubtful that the legislature will extend the provisions beyond the scheduled expiration date, due to the controversy they have aroused amongst unincorporated residents.

It appears that most of the county's smaller unincorporated pockets could be annexed by January 1981, assuming all of the city-initiated proceedings are completed in time and considering that the Board of Supervisors has initiated proceedings in Los Altos, and Mountain View.

However, the MORGA island annexation provisions are not the panacea many had hoped for, primarily because they do not include a means for the cities or the County to annex pockets larger than 100 acres in size without an election. This is a serious problem because many of the county's unincorporated pockets such as Burbank, Rancho Rinconada, Sunol and Cambrian Park are much bigger than 100 acres. San Jose, for example, estimates that only ten percent of the total unincorporated acreage inside the city's urban service area qualifies for annexation under MORGA. Rarely have the large annexation elections been successful. The annexation of Barron Park to Palo Alto in 1976 was the last successful large island annexation. If the cities and the County want the large unincorporated pockets to annex, stronger incentives to annex, and disincentives to remain in the county, must be developed.

In order to achieve annexation of the remaining unincorporated pockets, the County and the cities must work closely with unincorporated residents to explain fully the costs and benefits of annexation. All County owned facilities, should also be annexed to cities.

CONSTRUCTED ENVIRONMENT

POLICIES

Unincorporated lands inside city urban service areas should be annexed to cities.

IMPLEMENTATION

1. Encourage and facilitate the annexation of all unincorporated lands inside city urban service areas, if such annexations are consistent with other county policies. (Implementors: Cities, County, Local Agency Formation Commission (LAFCO))

2. Complete annexation of all unincorporated pockets eligible for annexation under the island annexation provisions of the Municipal Organization Act prior to January 1, 1981, the date when these provisions expire. (Implementors: Cities, County, LAFCO)

3. Initiate island annexation proceedings immediately in cities which have chosen not to do so, as long as such annexations are consistent with other county goals and policies. (Implementors: Board of Supervisors)

4. Support legislation to amend the island annexation provisions of the Municipal Organization Act to allow completion of island annexation applications which are in process at the time the island annexation provisions expire on January 1, 1981. (Implementors: Cities, County, LAFCO)

5. Seek state legislation to facilitate annexation of inhabited unincorporated pockets larger than 100 acres in size. (Implementors: Cities, County, LAFCO, League of California Cities, County Supervisors Association of California, CALAFCO, State Legislature)

6. Work for improved communication between residents of unincorporated pockets and their surrounding cities regarding conditions of annexation. (Implementors: County, LAFCO, Cities)

7. Work with the cities and unincorporated residents to develop annexation plans for the large unincorporated pockets which do not qualify for island annexations. (Implementors: County, Cities, Unincorporated Residents, LAFCO)

8. Initiate annexation of all County-owned facilities which are located inside city urban service areas. County facilities on unincorporated land include:

- a. Reid-Hillview Airport
- b. Valley Medical Center
- c. Santa Clara County Fairgrounds
- d. County Multi-Service Center
- e. Hellyer Park
- f. Vasona Park

(Implementors: County, LAFCO, Cities)

COUNTY DEVELOPMENT POLICY AND ZONING IN THE UNINCORPORATED POCKETS

County Approved Development

County policy, the "Urban Development/Open Space Plan" says that urban land uses requiring urban services should be in cities, rather than unincorporated areas. Implicit is the idea that the unincorporated pockets, since they are substantially developed, should annex to cities. In the 1960's and early 1970's, County land use and development actions were often contrary to this policy.

In recent years, the County has not approved extensive new development in the unincorporated pockets. From January 1974 to April 1979, there has been a countywide total of 410 building permits issued for new development in the unincorporated pockets. Three hundred sixty permits or 87 percent of the total were issued for new dwelling units; the remaining 50 permits, or 13 percent, were issued for new commercial or industrial structures. The majority of residential building permits were issued to "infill" vacant lots with single family houses.

Historically, most unincorporated property owners preferred to develop in the County rather than in the cities. The main reason was that before Proposition 13, property taxes were much lower in the County than in the fifteen cities. Taxes, fees and other charges associated with the development approval process have been lower in the County than in most of the cities. If County development fees are made higher than, or equal to city fees, unincorporated property owners would be more inclined to annex to cities before they develop their land.

A problem often associated with County-approved development is that the type and standard of development is different than the surrounding city. Such County practices have discouraged city-initiated annexations. Many of the County's unincorporated pockets are reaching the point where the housing units and original facilities in them need rehabilitation. Some of the areas needing the most capital improvements, such as Burbank, are larger than 100 acres in size and cannot be annexed with MORGA island annexation provisions, and will likely remain unincorporated for some time to come.

Sometimes the physical infrastructure in the pockets is below city standards. Sanitary sewers, curbs, gutters, sidewalks, streetlights and other standard improvements required by most of the fifteen cities were not required by the County at the time many of the unincorporated pockets were developed. Both cities and unincorporated residents complain about the inadequacies of the unincorporated storm drainage system. This problem is particularly severe in the unincorporated foothill areas in East San Jose.

When such facilities are lacking, or existing facilities are in need of rehabilitation, capital expenditure is required to bring them up to city standards. Many cities have taken the position that if newly annexed property owners want improvements such as curbs, sewers and storm drains, the property owners will have to absorb the capital costs through special assessments.

The City Services Combining Zone (-cs Zone)

The City Services Combining Zoning District (-cs Zone) was adopted by the Board of Supervisors as a way to discourage development of new land uses which would require urban levels of public service improvements on unincorporated land inside city urban service areas. County -cs zoning can be initiated by the Board of Supervisors, County Planning Commission or city councils. When -cs zoning is applied, it is applied to all the unincorporated land inside a city's urban service area. Single family development is permitted on lots 2-1/2 acres in size or larger. Commercial and industrial development, as well as development of residential lots less than 2-1/2 acres in size, is allowed subject to a use permit which can be granted only if urban services are not required. Variances to -cs zoning are granted only on parcels greater than 100,000 square feet in size.

These provisions of the -cs zone are intended to create an incentive for property owners to seek annexation to develop their land to any urban use. County -cs zoning has had limited application. Since it was put into the County zoning Ordinance in 1974, -cs zoning has been applied only to the Los Gatos urban service area. Some of the reasons for the limited application of -cs zoning are:

- a. While -cs zoning places strong controls on the development of vacant land, most of the land inside urban service areas (San Jose excluded) is already developed, and therefore would be only slightly affected by application of the zone.
- a. The 2-1/2 acre minimum lot size would not adequately discourage unincorporated development in urban service areas of cities in the south county or in the hillside areas where there is strong demand for this size of lot. In such areas, lots larger than 2 1/2 acres or substantially larger than those allowable under city policy would be needed to discourage unincorporated development.

- a. The -cs zoning application is expensive and time-consuming to prepare since environmental review and a legal description of the entire zone boundary are required. For this reason, cities and the Board of Supervisors have been reluctant to initiate proceedings.

Included within the following policies are the basic concepts of the -cs zone, with improvements to resolve the problems cited. When implemented the policies and actions will carry out the intent of the -cs zone without the cumbersome city by city application of -cs zoning.



POLICIES

1. County zoning within urban service areas shall be sufficiently more restrictive than city zoning for comparable areas so as to discourage unincorporated development.

2. No development applications or rezonings to more intensive urban districts shall be accepted on any parcel of land which is within an urban service area and contiguous to a city, unless annexation was applied for and rejected by a city.

3. When an application for annexation of a parcel of land contiguous to a city has been denied, the County will consider development applications, urban use permits, and rezonings to urban districts only under the following conditions:

- a. The use will not require an increase in the level or type of services provided by government to the site or area.
- b. The proposed use is compatible with the general plan of the city.
- c. The design of the proposed project is compatible with the development standards of the city, and has been reviewed and commented upon by the city.

4. For land within an urban service area of a city which is not contiguous to the city, development applications, urban use permits, and rezonings to urban districts shall be approved only under the following conditions:

- a. The use will not require an increase in the level or type of services provided by government to the site or area.
- b. The proposed use is compatible with the general plan of the city.
- c. The design of the proposed project is compatible with the development standards of the city, and has been reviewed and commented upon by the city.

IMPLEMENTATION

1. Review and amend County zoned urban residential districts inside urban service areas to apply larger lot sizes than comparable city zoning

- a. In residential districts, permitted uses shall be single family residences, with a minimum building site area of 2.5 acres, and agriculture. Any more intense use is subject to a use permit, with uses allow-

able by permit specified for each district.

(Implementor: County)

2. Amend the county zoning ordinance in urban residential districts to include the following permitted uses:

- Single family residences must have a minimum building site of 2.5 acres, or
- Agriculture uses.
- More intensive uses are subject to a use permit specified for each residential zone.

(Implementor: County)

3. Amend the County Zoning Ordinance in non-residential urban districts so that all uses are subject to a use permit, and the uses allowable by permit would be specified.

(Implementor: County)

4. Issuance of a use permit in any county zoning district should be subject to the following conditions:

- The use is consistent with the city general plan,
- The proposed use will not interfere with the city's orderly growth and the efficient and economic provision of public services in the area,
- The proposed use will not require or benefit from city services,
- For land contiguous to unincorporated land, proposal for annexation has been denied by the city of the Local Agency Formation Commission and all reasonable measures to make the annexation acceptable to these bodies have been taken by the applicant, and
- The public health and safety will not be endangered by the lack of city services in the proposed project.

(Implementor: County)

5. Consider a full cost recovery fee schedule for processing of development proposals in the unincorporated territory.

(Implementor: County)

SERVICES PROVIDED TO THE UNINCORPORATED POCKETS

It has been the policy of the County and the special districts not to apply urban levels of service to unincorporated development. This means that residents in unincorporated pockets receive generally lower quality services and fewer services than the cities which surround them. One reason service levels are lower in the unincorporated pockets is that County and special district service vehicles must travel long distances through cities to provide Sheriff, fire and other services. Some unincorporated pockets are especially difficult and expensive to serve because they are far from the main areas of County service responsibility which are primarily South County and outside cities urban service areas.

It is not known if the property tax revenues received from the unincorporated pockets are sufficient to pay for the cost of providing services to the unincorporated pockets. From an equity standpoint, tax revenues from incorporated areas should not be used to subsidize services to the unincorporated areas of the County.

In some of the smaller unincorporated pockets residents may be confused about which service agency is responsible for providing their services. In emergencies, unincorporated residents will often call city police and fire departments rather than the County Sheriff or appropriate fire protection district.

Some services provided by cities from city property tax revenues, like neighborhood parks, are used by unincorporated residents. For this reason, cities rightfully claim that they are indirectly subsidizing services to unincorporated residents.

As County, cities and special district revenues for services are cutback, it is critical that services be provided as efficiently as possible.

Law Enforcement

The County Sheriff provides police patrol to all of the unincorporated areas in the County. The Sheriff also provides patrol services to the cities of Cupertino, Los Altos Hills, Monte Sereno and Saratoga, which contract with the Sheriff for service. All of the other cities have their own municipal police departments.

It is generally believed that police patrol can be provided most efficiently to uniform service areas. The cities argue that their police departments will not be affected by annexation of the unincorporated pockets, since city police cars already travel through them to serve the city.

The County Sheriff's situation is more complicated. It is clearly inefficient for Sheriff patrol vehicles to travel long distances through incorporated areas to serve the few pockets in cities such as Mountain View, Sunnyvale and Santa Clara. Since Cupertino, Los Altos Hills, Monte Sereno and Saratoga contract with the Sheriff for police protection, unincorporated pockets in these cities would continue to be served by the Sheriff after annexation.

The Sheriff may be adversely impacted, however, if pockets in cities which border the Sheriff's major unincorporated patrol areas annex to cities. Since the Sheriff's facilities are centralized in San Jose, patrol vehicles must travel long distances through cities to reach the unincorporated rural patrol areas, such as the Santa Cruz Mountains, Diablo Range and South Valley.

Alternative law enforcement arrangements between a County Sheriff and city police department are not easy to achieve. State law enables county sheriffs to provide service to other jurisdictions but does not empower city police departments to provide service to other jurisdictions. Nonetheless, alternative service arrangements should be studied to seek ways to provide services more efficiently.



Fire Protection

Fire service is provided most efficiently to a uniform service area because fire stations can be sited in a way that provides a more uniform response time throughout the service area. Whether fire response times will improve in an unincorporated pocket after annexation depends upon the distance of the unincorporated pocket from the fire station that would respond to a fire alarm.

The Central Fire Protection District (CFD), which is a special district, serves the majority of the County's unincorporated pockets. Currently, the CFD is trying to consolidate its jurisdiction in the west valley where it provides service to both incorporated and unincorporated areas. To promote consolidation, CFD has entered into a contract with the City of San Jose whereby the city provides service to the unincorporated pockets in East San Jose.

Library Service

The Santa Clara County Free Library provides public library service to nine of the fifteen incorporated cities of the county and the entire unincorporated area. Service is

currently provided through thirteen library buildings and two bookmobiles. The County library participates in the South Bay Cooperative Library System which includes all of the public libraries in the County except Los Gatos. This means that unincorporated residents may borrow books from any of the libraries in the cooperative system without additional charge.

Annexation of the unincorporated pockets in cities served by the County library will have no impact on library services or present revenue sources. Annexations of county territory to cities the library does not serve will result in loss of tax revenues and the closure of branch facilities such as the one on White Road in East San Jose. However, annexation to the City of San Jose will have the alternative benefit of making available the use of the Los Gatos system which has a reciprocal agreement only with San Jose.

Storm Drainage

The County Transportation Agency maintains only the storm drainage facilities that serve public rights-of-way.

Inadequate storm drainage facilities are a common problem in the County's unincorporated pockets. Since most of the development in these areas has occurred at low densities, it has been neither practical nor cost-effective for the County to require landowners to install underground pipes and other refinements used in urban areas.

Storm drainage problems intensify as piecemeal unincorporated development continues. Inconsistencies between city and County storm drainage master plans have been a problem when unincorporated pockets annex to cities. Cities have not been eager to pay the capital costs necessary to merge County-approved facilities with city-approved storm drainage systems.

Road Maintenance and Street Lights

The County Transportation Agency maintains roads which are public rights-of-way using gas tax revenues, and provides street lights in the unincorporated pockets. Street lights are provided by the County Lighting Service Area (CLSA), a special district operated by the Transportation Agency. CLSA will provide street lights for a service charge if property owners want them.

Sanitary Sewers

Some of the unincorporated pockets have sanitary sewers; others do not and rely on septic systems. Generally, sanitary sewers in unincorporated pockets are maintained by special districts such as County Sanitation District 2-3 and the Burbank Sanitary District. The existence of the County sanitation districts has sometimes frustrated annexation by providing sewer facilities which enabled property owners to develop at urban densities without annexing to a city. Annexation of some of the unincorporated pockets within a sanitary sewer district would require that the annexing city purchase some of the sewer district's treatment capacity at the appropriate water pollution control facility. If the entire sanitation district annexed to a city, the sanitation district could be dissolved.

POLICIES

- Only the basic level of essential urban services should be provided throughout the unincorporated area.
- Ways to increase the efficiency of services to unincorporated pockets should be sought in cooperation with city service departments.
- Service levels to unincorporated pockets should not be increased unless matched by increased revenues from these areas.
- Cities should not be expected to provide services, either directly or indirectly, to unincorporated pockets unless they are fully compensated for costs incurred.

CONSTRUCTED ENVIRONMENT

5. Residents of unincorporated areas should pay the full cost of services provided to them.

IMPLEMENTATION

1. Explore the feasibility and potential effectiveness of the following:

a. Service fees and charges which recover the full cost of providing services to unincorporated residents.
(Implementors: County, Special Districts)

b. Contracts with cities to provide service to any unincorporated pockets which are inefficient for the sheriff to patrol.
(Implementors: County, Cities)

c. Contracts with cities to provide service to any unincorporated pockets which are inefficient for special fire protection districts to serve.
(Implementors: County, Special Districts)

d. Storm drainage master plans, development standards, implementation ordinances and policies identical to those of the cities for any storm drainage system which must connect with a city system.
(Implementors: County)

e. Agreements which give cities the responsibility and funds for street maintenance in the unincorporated pockets.
(Implementors: County, Cities)

f. Using city street master plans, development standards, implementation ordinances and policies.
(Implementors: County)

g. Arranging for cities which provide sanitary sewer service to take charge of sewage treatment responsibilities and decisions in the unincorporated pockets inside their urban service areas.
(Implementors: County, Sanitation Districts, Cities)

h. Preparing and adopting annexation plans for large urban pockets which specify how urgently needed capital improvements in the unincorporated pockets will be financed.
(Implementors: County, Cities, Unincorporated Residents)

i. Use of Housing and Community Development Block Grant money and/or special assessment districts to finance needed improvements in the unincorporated pockets.
(Implementors: County, Cities)

Facilities and Services

OVERVIEW

Santa Clara County contains more than one and one-quarter million people living in a major metropolitan complex. Many very large-scale facilities serve this urban population. Our water supply and sewage treatment systems handle more than one hundred million gallons every day. Meeting demands at this scale for water sewage treatment, storm runoff, energy, transportation and solid waste management are highly challenging tasks.

Much of the area's past growth has created major problems for agencies providing public facilities and services. The expansion of the transportation, sanitary and storm sewer facilities, police and fire services, parks and libraries, and water supply have at times been out of step with urban growth. Several times there have been large gaps between service capacity and the need for the service. This has resulted in either a clear strain on residents and the natural environment when services like water supply, transportation or parks could not keep pace with population growth, or a substantial loss for the taxpayer from the unnecessary public expenditure when major new facilities were constructed long before they were needed.

Facilities like new water, sewage treatment plant capacity, and major transportation system improvements are expensive and take a long time to plan and build. Problems like those described above have been fairly common in properly pacing the expansion of these facilities to the area growth rate.

Water

Water supply capacity has varied greatly. In the late 1950's and the 1960's, the natural ground water basin was overdrafted, causing as much as a half dozen feet of settlement in the underground strata and loss of surface elevation. These elevation losses added to previous elevation losses add to 13 feet in some areas. Water importation replaced water obtained from overdrafting and met growth-generated demand. In the 1970's the scale, timing and cost of the San Felipe water importation project caused much public discussion.

Transportation

The scaling down of state plans for Highways 85 and 87 serving the west valley and downtown and southern San Jose has caused many local transportation planners and public officials much consternation. It has forced the reevaluation of transportation demands generated by local general plans. It is unclear how further traffic congestion will be avoided without these costly transportation system improvements. The coordination of land use plans among local governments needed to lessen overall travel demand has not yet been achieved.

Sewage

It is also evident that the limits of the capacity of several major sewage treatment plants in the county are being approached. The San Jose/Santa Clara Water Pollution Control Plant Capacity Analysis published in May 1980 suggests that a continued growth rate of 3% will push this system over capacity by 1985. Recent spills and other problems in the plant have demonstrated that this system is now running close to capacity. The Morgan Hill/Gilroy plant has had very restricted capacity for several years. This limit contributed to decisions of these cities to manage residential growth and curtail extension of sewer lines into new areas. The Palo Alto and Sunnyvale sewage treatment plants have both undergone review by the cities and the Regional Water Quality Control Board. The Sunnyvale plant has been found to be very near its capacity.

CONSTRUCTED ENVIRONMENT

Solid Waste

Careful solid waste management for recycling and recovery is becoming increasingly important. At present rates of use, major parts of the county will exhaust their presently planned landfill sites before the end of this decade. The resources which could be recovered from presently disposed of solid waste are also becoming ever more scarce and costly.

Natural Gas and Electricity

Natural gas and electricity provision is an ongoing concern of this metropolitan area. The existing plan for provision of these services, which was last amended in 1971, is part of this Plan. Pacific Gas and Electric Company is presently updating a plan for the provision of these utilities.

Areawide Capital Improvement Plan Needed

Basic facilities and services must be planned and built in concert with existing needs and projected growth.

- o Capital facility expansion and maintenance decisions must fit into a general plan for the metropolitan area. Water importation, sewage treatment capacity, the transportation and transit system, flood control, and parks and open space provision all require major expenditures and substantial lead time. It is vital that these plans be consistent with one another and with countywide plans for growth and development.
- o Overall service provision for existing and expected urban development should be reevaluated in light of growing fiscal constraints and needs for greater efficiency. Presently, police, fire, sewage, parks, recreation, and library service decisions are made by cities independently of one another. Some cities have contracted with the County for certain services. Other economies of cooperation and coordination may be possible. Perhaps neighboring cities could use joint powers agreements to share services and eliminate some administrative duplication. Some services might better be contracted for from private vendors.

POLICIES

1. An areawide plan for major facilities should be prepared to accomplish the following:
 - a. Assure that the capacity of all major public facilities is consistent with the present and projected need for the service it provides.
 - b. Develop a local referral process to assure that all affected jurisdictions have a reasonable opportunity to review and comment on public works projects.
2. Ways to maximize the efficiency of existing facilities should be sought in order to extend their useful life and reduce the cost of operation.

IMPLEMENTATION

Initiate a review of the capacity of all major facilities serving county residents to develop an overall public facility plan.
(Implementors: County, Cities, intergovernmental Council)

COUNTY GOVERNMENT FACILITY PLANNING AND CONSTRUCTION

In providing the services for which it is responsible, the County often must construct new public facilities. County public works storage and bus storage and maintenance yards have been placed in the North and South County. Human service multi-service centers, health facilities and branches of the court system are also located throughout the county. Projects of this kind must be planned

and implemented in accord with the overall goals and policies of the General Plan. In this way, the County's own review of new projects and facilities will set a positive example for other agencies having major capital improvement programs.

POLICIES

1. All future projects and facilities proposed by any agency of County government shall be reviewed for consistency with this Plan.
2. County facilities that serve the public should be conveniently located for easy access.
3. All county facilities used by the public should be located and designed so that the physically handicapped have easy access to them.

Solid Waste

GOALS

COMMUNITY GOALS

1. Economical and dependable collection, processing, resource recovery, and disposal of solid wastes in a manner that safeguards the health of the public and provides maximum protection of the environment.
2. Planning for solid waste management directed at:
 - a. Maximum reclamation and reuse of resources which are contained in the waste stream,
 - b. High operational standards for the elimination of odors, dust, water pollution and health hazards resulting from solid waste management, and
 - c. Thorough investigation and monitoring to assure protection of the ground water system and all surface waters including San Francisco Bay.

OVERVIEW

Every week, Santa Clara County's residents, businesses and industries produce almost 32,000 tons of solid waste material. By 1990, Santa Clara County could produce almost 40,500 tons of solid waste weekly, if no major changes occur in the pattern of waste generation.

The solid waste produced in Santa Clara County falls into three groups:

- o Group 1 wastes are called Hazardous Wastes and are subject to a specific system of laws and enforcement procedures. Substances which are explosive, corrosive, pathogenic, carcinogenic, irritants, poisonous and/or infectious fall into this classification. Radioactive materials are classified separately.
- o Group 2 wastes are Municipal Wastes familiar to most people. These are the materials which are regularly collected from homes, restaurants, shops and industries, and comprise the bulk of wastes which become the community responsibility.
- o Group 3 wastes are called construction and demolition wastes. These are relatively inert materials such as rocks, dirt, wood and chunks of asphalt and concrete.

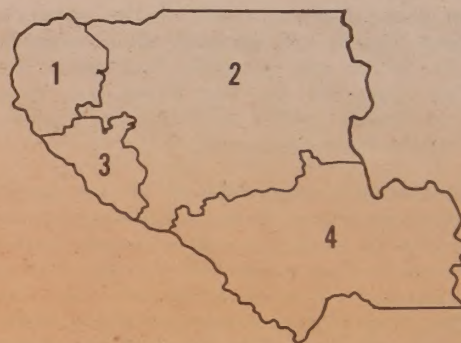
"The Solid Waste Management Plan for Santa Clara County" guides the collection and disposal of the County's solid waste. The Plan was adopted by the County and fifteen cities in 1976 and was approved by the State solid Waste Management Board in 1978.

THE SOLID WASTE PLANNING PROCESS

"The Solid Waste Management Plan of Santa Clara County", jointly adopted by the County and fifteen cities, is intended to guide the county's waste disposal program through 1990. The plan was prepared to comply with the California Solid Waste Management and Resources Recovery Act of 1972, which required that each county prepare a comprehensive solid waste management plan.

The countywide coordinating and monitoring responsibility for the Plan rests with the Solid Waste Planning Committee (SWPC) which is composed of elected officials of each of the fifteen cities, the County and representatives of the private sector. To achieve better coordination among cities with similar interests, the plan divides the county into four service areas: Northwest Service Area, Central Service Area, Southwest Service Area, and South County Service Area. Governments within each service area coordinate with one another and with the County in developing programs and facilities. The cities in the Northwest Service Area have gone a step further and created a Joint Powers Agency to deal with solid waste issues.

SOLID WASTE MANAGEMENT SERVICE AREAS



- | | |
|--|--|
| 1. NORTHWEST AREA
Palo Alto
Mountain View
Los Altos
Los Altos Hills
Cupertino | 3. SOUTHWEST AREA
Saratoga
Monte Sereno
Los Gatos
Campbell |
| 2. CENTRAL AREA
Santa Clara
San Jose
Milpitas | 4. SOUTH COUNTY AREA
Morgan Hill
Gilroy |

Implementation of Santa Clara County's solid waste management plan also requires coordination with the Association of Bay Area Governments, the State Solid Waste Management Board and the Federal Environmental Protection Agency.

POLICIES

1. Every effort should be made to recycle and to recover all solid waste materials wherever feasible.
2. Regular garbage collection service providers should encourage recycling and recovery.
3. Solid waste management programs shall be coordinated with the County and shall be consistent with regional, state and federal programs and with private sector activities.

IMPLEMENTATION

1. Provide pickup services for recyclable materials as part of normal garbage collection services.
(Implementors: Cities, Waste Collectors)
2. Encourage energy generation from solid wastes.
(Implementors: Cities, County, Waste Collectors)
3. Support efforts to develop joint solid waste management programs.
(Implementors: County, Cities, Solid Waste Planning Committee, Service Areas)

CONSTRUCTED ENVIRONMENT

4. Encourage the Central, Southwest and South County Service Areas to form Joint Powers Agencies for solid waste planning. (Implementors: County, Cities, Solid Waste Planning Committee)

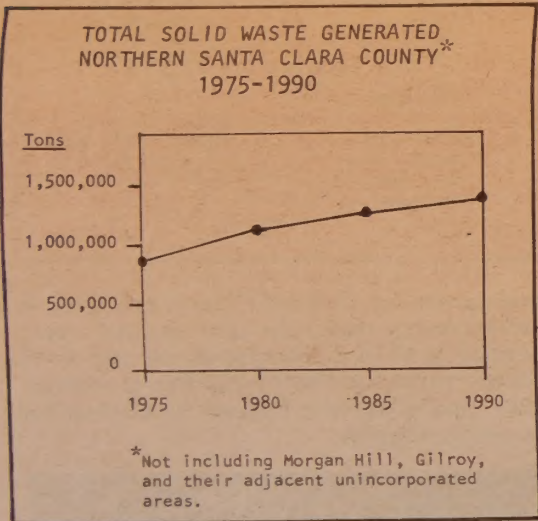
5. Participate in regional and state solid waste management programs. (Implementors: County, Cities, Solid Waste Planning Committee)



SANITARY LANDFILL SITES

At the present time, most of the county's municipal wastes are disposed of in sanitary landfills, which are generally located in the baylands adjacent to San Francisco Bay. Many of these landfill facilities are rapidly approaching their capacities.

The situation is most critical in the Northwest Service Area. If the solid waste to be disposed of in landfills is not reduced, landfill capacities in Sunnyvale will be depleted in 1985, Mountain View in 1990, and Palo Alto in 1985. Landfills serving Los Altos Hills, Los Altos and Cupertino have already been closed.



San Jose and Milpitas are currently disposing of municipal solid waste at the Newby Island landfill. The current facility has capacity until about 1990. If an additional 220 acres at the Newby Island site is approved for landfill, projections indicate the facility would have adequate capacity to about 2015. However, the approval of the additional acreage is undesirable at this time for a variety of reasons including proximity of urban development and the environmentally sensitive National Wildlife Refuge and potential water quality problems.

The Southwest and South County Service Areas will have landfill capacity well into the next century. However, Southwest and South County sanitary landfills cannot be counted upon to provide capacity for North County cities whose municipal facilities have exceeded capacity.

It is very difficult to obtain approval for new landfill facilities. Suitable sites are difficult to locate and proposals for new facilities face strong opposition from community and environmental groups.

POLICIES

1. New landfills in the Baylands, marshlands, water areas and other environmentally sensitive lands shall be prohibited.

2. Development of recycling and recovery alternatives to the use of sanitary landfills for solid waste disposal shall be encouraged.

IMPLEMENTATION

21 1. Identify and implement techniques which extend the planned lifetime of existing landfill facilities, including recycling, energy and resource recovery and composting. (Implementors: County, Cities, Solid Waste Planning Committee, State Solid Waste Management Board)

2. Use solid waste disposal sites for recreation and open space after sanitary landfill operations are completed. (Implementors: County, Cities)

3. Acquire future solid waste disposal sites with full attention to their possible use for recycling, energy recovery and eventual recreation and open space use. (Implementors: County, Cities)

RESOURCE RECOVERY

A large percentage of the solid waste brought to the county's sanitary landfill sites could be reclaimed by recycling and/or a variety of resource recovery techniques. An ambitious recycling/resource recovery program which reduces the volume of material deposited at the county's sanitary landfill sites would extend the lifetime of many of the county's facilities.

The County's Solid Waste Management Plan calls for an extensive resource recovery program. Many obstacles must be overcome before a comprehensive, cost effective, energy efficient system can be effected.

- o Better and more stable markets for reclaimed materials are needed,
- o Cost effective and energy efficient reclamation systems must be developed, and
- o Stronger public commitment to participate in recycling programs is needed.
- o Returnable, reusable containers should be the standard way of packaging.

Despite present-day problems, it is clear that, in the future, recycling and resource recovery as well as the conversion of solid waste to usable energy, will be important components of solid waste management programs in Santa Clara County.

POLICIES

Resource recovery and recycling programs should be used to reduce the volume of solid waste material deposited in landfill sites in Santa Clara County.

IMPLEMENTATION

1. Support efforts to establish refuse recycling and resource recovery programs. (Implementors: County, Cities)

2. Provide free curbside pickup of all separated, recyclable wastes. (Implementors: Cities, Waste Collectors)

3. Publicize reuse, recycling and resource recovery programs which encourage public cooperation and participation. (Implementors: County, Cities)

4. Monitor and publicize technological developments which make resource recovery reuse, and recycling programs more energy efficient and cost effective and which could

be implemented in Santa Clara County. (Implementor: County Solid Waste Planning Committee)

5. Support state legislation to minimize the use of non-recyclable containers. (Implementors: County, Cities)

HAZARDOUS WASTES

Each month, over 5,600 tons of hazardous wastes are produced in Santa Clara County. Most of the hazardous wastes are liquid by-products of the county's semiconductor manufacturers. According to state regulations, hazardous wastes produced in the county are supposed to be transported out of the county to "Group I" disposal sites. Until very recently, the nearest disposal site was in Martinez, about 70 miles away. Today, however, the Martinez facility is being phased out, so toxic materials produced in the county must be transported to the Central Valley and Southern California. Because legal disposal of hazardous wastes is an expensive and difficult procedure, it is certainly possible that toxic materials are being improperly stored or illegally dumped in Santa Clara County.



CANNERY WASTES

The county's canneries produce about 200,000 tons of waste each canning season. At the present time, almost 3/4 of the canner by-products are shipped to Gilroy, where they are used for land reclamation projects. It is expected that, in the future, the volume of cannery wastes will be reduced as canneries phase out their Santa Clara County operations.

POLICIES

All hazardous wastes produced in Santa Clara County shall be properly disposed at Group I disposal sites according to State law.

IMPLEMENTATION

Support efforts to develop and implement stronger regulations to monitor and control the collection, transport and disposal of hazardous wastes. (Implementors: County, Cities, Solid Waste Planning Committee)



CONSTRUCTED ENVIRONMENT

Energy

GOALS

COMMUNITY GOALS

1. Sufficient energy supplies available at a reasonable price to meet basic needs.
2. Maximum application of renewable energy resources.
3. Maximum conservation of non-renewable energy resources.
4. Development of feasible, safe, non-polluting local energy resources.
5. Maximum energy efficiency.

OVERVIEW

There is no question that the world is in a severe energy crisis. The natural resources that are converted to energy are being used at an alarming rate. It has taken billions of years to form fossil fuels, yet the world is using up these key resources in a matter of decades. The United States with about 5% of the world population is using about 1/3 of the world's resources, a large portion of which is energy. Obviously, this trend cannot continue.

The federal government continues to study and debate the energy problem while pursuing the policy of increasing the supply of non-renewable fuels. The State of California is attempting to follow a different course by promoting the use of solar energy and encouraging and requiring energy efficiency. Following this lead, many local governments all over California are taking actions to implement energy conservation and renewable energy programs. This action by local government, combined with efforts of local community groups, is changing people's minds about continuing our current level of energy consumption.

More and more people are adopting the view that the energy problem is one of our own making, and consequently one which we as individuals and as a society can do something about.

Of all levels of government that make and affect decisions about energy, local government is most directly involved with the area of greatest energy consumption; the community level. Viewed in this context, the specter of a national "energy crisis" can be seen as the cumulative impact of countless local conditions and problems. These include inadequate public transit, sprawling land use, growing city size, inefficient buildings, and buildings which do not use the energy from the sun. Local governments are in a unique position to influence energy use by virtue of their ability to respond to local conditions and local needs.

Unlike the distribution of fossil fuels, renewable energy resources such as the sun, wind, water, and biomass tend to be highly diffused and varied throughout the country. To a large extent, this is also true for the energy "resources" released through energy conservation. The decentralized nature of these sources often requires that the potential for renewable sources and conservation be assessed and developed at the local level in order to be economically viable.

As of this date, many local governments are reducing energy use in their buildings and facilities as well as making plans and passing ordinances to reduce community energy consumption. Santa Clara County is one of the leaders in this effort. Through the work of the Santa Clara County Energy Task Force, much basic research has been completed on assessing the local potential for renewable energy sources. Carpooling and van pooling programs have been instituted. The County Transit bus system is increasing its ridership

dramatically and the County has adopted several energy conservation and solar ordinances. This major countywide effort is just getting underway, but much remains to be done.

It is clear a new role for local government is emerging: the management of demand for energy by encouraging and requiring energy conservation and promoting and requiring the use of renewable fuels.

The wise use of energy is intimately related to land use and circulation planning so that many energy policies will be found in other sections of the General Plan. This section is written to add appropriate policies not found in other sections, and to consolidate policies into categories that can easily be translated into action:

- o Energy conservation and use of renewable energy in buildings
- o Energy aspects of land use and transportation
- o Role of local government

DEPENDENCY ON FOSSIL FUELS

The fossil fuels which have made the current lifestyles and patterns of urbanization possible can no longer be considered dependable and affordable. Shortages, interruptions, supply manipulations, and very large cost increases have already taken place and are likely to occur in the future. These events can be considered early warning that the fossil fuel energy supplies to which we have grown accustomed cannot continue to satisfy ever-increasing energy demand.

Cost of Energy

The most immediate energy problem facing Santa Clara County is the rising cost of fossil fuels. Until recently, the county has grown under conditions heavily influenced by a cheap supply of energy. Cheap electricity has been a major factor in the location of high technology industries in Northern California, the Bay Area, and in particular, Santa Clara County. Cheap gasoline has been a major determinant of our spread out land use pattern. Cheap natural gas has been responsible for the construction of inefficient buildings. The amount of money each household spends on energy affects the local economy. In 1976, 5.5% of household income went to energy. By 1985, given present trends, this figure could rise to 10% or \$1.8 billion in 1976 dollars. If oil and natural gas prices are deregulated, the cost will be much higher.

When energy costs rise out of proportion to other costs, it affects jobs and the prosperity of the community. In 1976, Santa Clara County residents spent \$646 million for electricity, natural gas and petroleum products. Of the total amount only 13% of the money

stayed in the county; therefore, \$560 million was exported.

Santa Clara County Energy Usage

Santa Clara County has a very high level of energy use.

AVERAGE DAILY ENERGY CONSUMPTION SANTA CLARA COUNTY, 1976

Natural Gas

310 cubic feet/customer/day
(residential uses only)
88.4 cubic feet/person/day
(residential uses only)
158 cubic feet/person/day
(all uses)

Electricity

5,851 watt hours/person/day
(residential uses only)
19,690 watt hours/person/day
(all uses)

Gasoline

1.1 gallons/person/day

Diesel Fuel

.09 gallons/person/day

Approximately 234 trillion British Thermal Units (BTU's) in the form of heat and mechanical work were consumed in Santa Clara County in 1976. This is equivalent to 110,000 barrels of oil per day, which is equal to about one-tenth of the current daily operating level of the Alaskan pipeline. Santa Clara County's gasoline consumption alone is equivalent to about one-thirtieth of the current operating level of the Alaskan pipeline. This usage, however, is only slightly less than the average per capita gasoline use in the rest of the Bay Area.

Santa Clara County's per capita electricity consumption is also high and growing. The county is third when compared with major metropolitan areas of California. Riverside and Sacramento are higher electricity users because of their hot climate and use of air conditioners.

Electricity consumption on a per household basis has increased 50% between 1965 and 1976 even though household size has decreased 14%. Electricity is the only type of energy consumption that is still growing at a substantial rate. This will result in even greater dependence on natural gas and petroleum because these fuels are used to produce electricity.

In contrast, natural gas use has declined dramatically in 1976 due to forced curtailments in the industrial sector. Petroleum consumption appears to be declining despite the fact that the commute trip length has increased 28% between 1965 and 1975. Much has been gained by conversion to smaller, more efficient automobiles.

ENERGY SOURCES

Roughly 81% of the county's 1976 total energy supply came from fossil fuels.

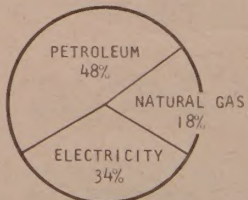
About 22% of the oil, 25% of the natural gas, and virtually all of the hydro potential, geothermal, and nuclear fuels were converted to electricity. About 38% of Santa Clara County's energy was delivered in the form of electricity, 31% in the form of natural gas and 32% in the form of petroleum.

Natural Gas

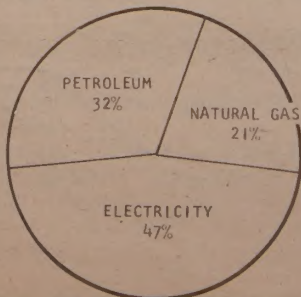
Almost 47% of the natural gas used in Santa Clara County comes from Canada, 16% from California, and 37% from other parts of the United States. It is estimated that there is about 10 years' supply left in California. Continuing use of natural gas supplies, even at reduced levels, will depend on imports which will require major projects and risky technology such as Liquefied Natural Gas

"ENERGY COSTS, SANTA CLARA COUNTY"

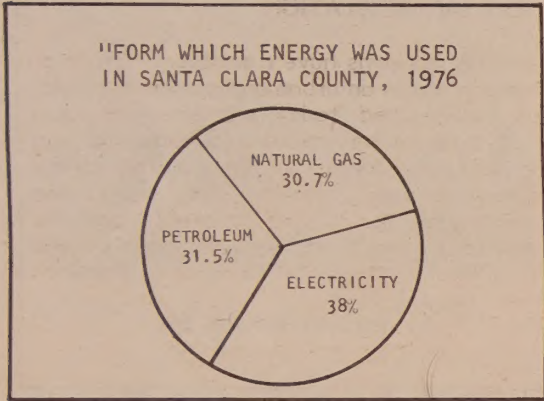
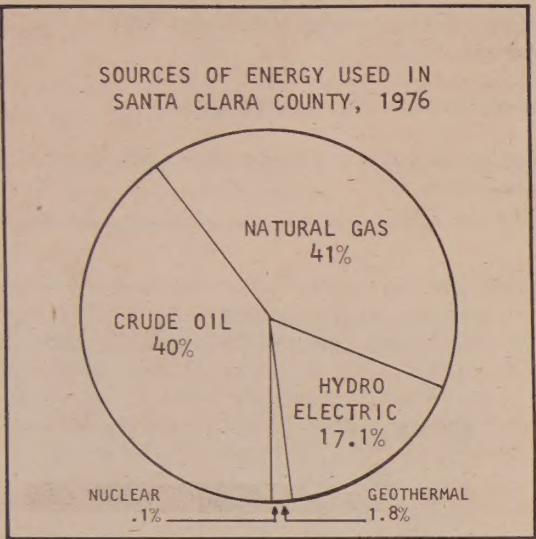
1976 ENERGY COSTS
\$646,000,000



1985 ENERGY COSTS (PROJECTED)
\$1,800,000,000
(without deregulation)



CONSTRUCTED ENVIRONMENT



(LNG) terminals. Concern about safety, environmental losses, and the capital required to fund these projects will present substantial obstacles to importation of new sources. The price of natural gas from foreign countries is tied to OPEC oil prices so that the cost of natural gas can be expected to increase as the price of oil increases.

The uses of natural gas in the county have been primarily for interior space heating, water heating, and industrial heating processes. In addition, natural gas produces a portion of the electricity delivered to the county.

The California Public Utilities Commission (PUC) determines priorities for allocation of natural gas supplies. Residential customers now have the highest priority, followed by commercial and then industrial customers. These priorities do not appear to maximize efficient use of natural gas.

Industry can probably best use natural gas because it can use the gas efficiently in high heat processes. Industry could be forced to use other, less efficient, more polluting fuels by further curtailments in natural gas. It also may be necessary to reconsider the natural gas priority system to prevent industry from closing down in the event of natural gas curtailment or shortage with the resultant unemployment problems. The residential

sector may be able to adapt more easily to a shortage. Residential water and space heating is more easily adaptable to solar energy.

Santa Clara County could experience further reductions of natural gas supplies in the future. Projections show that unless all prospective sources of natural gas come on line, cutbacks will be required in natural gas consumption.

If natural gas customers are to reduce the impact of very high prices and possible shortages, significant conservation is required.

Electricity

Electricity consumption is continuing to increase in the county. This presents a serious energy problem since almost all new electric production planned will be generated from fossil fuels.

Electricity accounts for 38% of the delivered energy used in the county. About one-fourth of the electricity is from hydroelectric sources. Most is generated from natural gas and petroleum. Use of fossil fuel to make electricity is costly because nearly two-thirds of the energy is lost through conversion and transmission.

Petroleum

Forty percent of Santa Clara County's energy comes from crude oil. The county will not be shielded from the price increases and interruptions in supply that will affect the nation.

Estimated petroleum reserves will be consumed in less than 35 years at current production rates. To keep up with current consumption, reserves the size of those in Texas or Alaska would need to be discovered every six months.

In 1976, approximately 99% of all motor vehicle travel in Santa Clara County was by automobile. Automobiles and light trucks consumed 91% of the transportation fuel supplied (motor gas, diesel fuel, and aviation fuel). County residents made an estimated four million person trips and traveled approximately twenty million miles a day. The amount of gasoline consumed was 476 million gallons, equivalent to 11.3 million barrels of oil. This converts to 401 gallons per capita per year or 45 gallons per vehicle per month.

Impacts of gasoline price increases and shortages will be substantial in Santa Clara County where the average adult drives in excess of 23 miles per day. Busing, bicycling, and walking can substitute for some but not the biggest share of this travel demand. It is the use of the automobile that must be curtailed.

Conclusion

It is essential that government, businesses and residents of the county take all reason-

able steps to stabilize and reduce dependency on natural gas and petroleum. To the extent possible, the general plans of the county and the cities should incorporate policies and programs to conserve energy, to make efficient use of available energy sources, and to facilitate the development of alternate, non-polluting energy sources.

ENERGY CONSERVATION IN BUILDINGS

Considerable energy can be saved in new and existing buildings through conservation, more efficient appliances, and the use of renewable energy resources.

Conservation

Buildings use 40% of the nation's energy. Much of this energy can be saved by teaching people to use less and by fitting existing buildings with energy conservation and renewable energy devices.

Buildings use energy primarily for space heating/cooling and operating appliances (e.g., water heaters, lights). Use of fossil fuels for space heating and cooling can be reduced in two main ways: 1) weatherize the building structure (energy conservation), and 2) take advantage of natural heating and cooling on-site (renewable energy). Fossil fuel use for operating appliances can be reduced three ways: 1) make appliances more efficient, 2) install renewable energy based devices to aid or replace the fossil fuel based appliance, and 3) make more efficient use of appliances.

People at home or work can identify areas for effective conservation or use of renewable energy sources through the use of energy audits. An energy audit can outline ways for the homeowner, renter, business, industry or institution to save substantial amounts of nonrenewable energy and money through conservation and use of renewable energy sources.

Many county residents now live and work in structural energy "guzzlers". We are stuck with such buildings because most were built during an era of cheap, plentiful electricity and natural gas. Approximately 84% of the housing units that will exist in 1990 are on the ground now, and long term energy operating costs were not considered when the buildings were designed and built. Tough statewide energy conservation standards were put into effect in July 1978 applicable to all new residential and non-residential buildings. Therefore, the major energy conservation activities should be aimed at existing buildings.

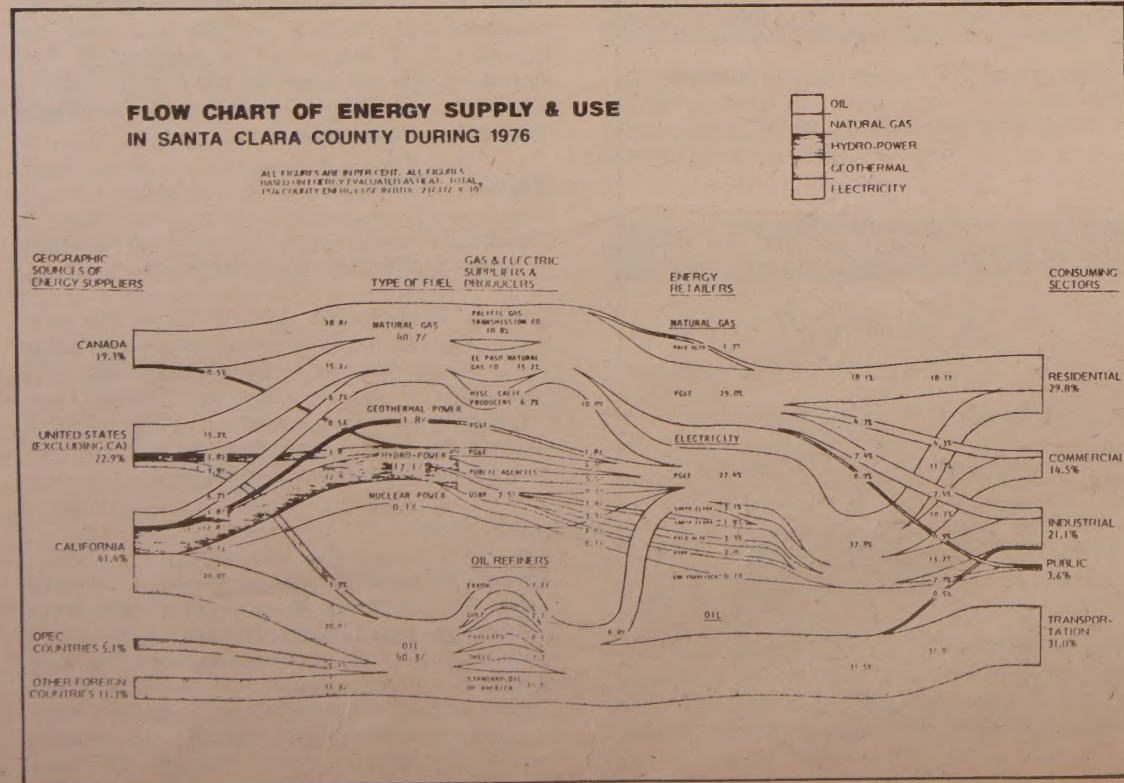
Renewable Energy

Both new and existing buildings can be adapted to the use of renewable energy sources. Buildings are generally spread out, making it possible to use the structure to collect sun and wind. Solar energy can provide the low temperature heat a building needs for space and water heating. In the future, many building appliances may be powered by wind electric or solar electric devices. With rising fossil fuel prices, use of renewable energy sources is becoming more economical for homeowners, tenants, businesses and industry.

The use of solar energy has a high potential for immediate pay off. Solar energy can be most easily used in new buildings, since the structure can be positioned and built to take full advantage of the sun for lighting and for space and water heating. Buildings can also be designed to minimize use of electric air conditioners by blocking the summer sun and collecting air for natural ventilation.

Solar energy can also be used on existing buildings. Solar domestic water heating and solar space heating systems can be fitted to existing buildings.

Another very effective use of solar energy is to heat swimming pools. . . The heating of swimming pools with fossil fuels is a non-essential use and is in fact being discouraged by the Public Utilities Commission through very high natural gas rates.

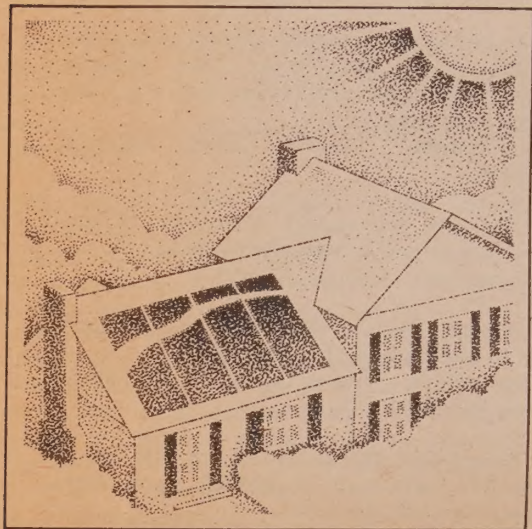


CONSTRUCTED ENVIRONMENT

Solar energy systems must be protected from shading by neighboring trees or buildings. This calls for a careful balancing of property rights to ensure property owners are treated fairly if and when shading conflicts occur.

Wind generated electricity has great potential in areas having constant winds of about 10 mph or higher. Many experiments are being conducted all over California and the nation on the use of locally generated electricity by wind.

Electricity generated on buildings through the use of photovoltaic cells holds great promise. Some authorities believe the cost of such technology may be competitive with the cost of utility produced electricity by around 1985.



Cogeneration

In the industrial sector, large users of heat and electricity can produce energy at the building site through a process called "cogeneration". This process takes waste heat from industrial processes to run a turbine to produce electricity. The electricity can be used on site with the excess sold to an electric utility. Large institutions (e.g., hospitals, universities) can sometimes use cogeneration to produce electricity and use the waste heat for space heating.

POLICIES

1. Consumption of electricity and natural gas in existing buildings should be reduced.
2. Use of solar energy and other renewable energy in existing buildings should be encouraged.
3. New buildings should be designed to maximize energy efficiency and the use of renewable energy.
4. Heating of water for swimming pools, spas and hot tubs should be accomplished without the use of fossil fuels.

IMPLEMENTATION

1. Require the following actions for new development:
 - a. Design subdivisions to take maximum advantage of solar heating and cooling opportunities.
 - b. Provide and guarantee solar access for new structures to the maximum extent possible.
 - c. Install solar hot water heaters to provide the primary source of heat for domestic water.
 - d. Construct energy efficient buildings which use renewable energy sources to the maximum extent possible.
(Implementors: County, Cities, Developers)

2. Encourage the following actions for new building construction:

- a. Incorporate solar space heating and cooling and natural light in all new buildings, and energy conserving landscaping.
(Implementors: Cities, County, Developers)
- b. Review State Title 24 to increase energy efficiency in buildings, decrease the complexity of the regulations and provide both performance and prescriptive rules.
(Implementors: State, California Energy Commission (CEC))
- c. Use solar energy for process heat and water heating for industrial buildings.
(Implementors: County, Cities, Industry)

3. Adopt ordinances for existing residential development which:

- a. Require energy audits and energy conservation measures upon resale,
- b. Protect solar access for existing buildings and solar systems from shading, and
- c. Require that solar hot water heaters be installed upon resale.
(Implementors: County, Cities)

4. Encourage the following actions for existing structures:

- a. Retrofit buildings with solar space heating and cooling and solar domestic water heating systems.
(Implementors: County, Cities, State, Public Utilities Commission (PUC), PG&E)
- b. Weatherize all buildings, particularly low income residential buildings.
(Implementors: Housing & Community Development, Economic & Social Opportunities, Federal, and State Governments)
- c. Use an energy efficiency rating system for residential structures that can be published upon resale so consumers can compare relative efficiency.
(Implementors: County, Cities, Realtors)
- d. Redesign for energy efficiency, natural heating and cooling, and solar hot water heating when buildings are remodeled or rehabilitated.
(Implementors: County, Cities, Business, Industry, and Housing & Community Development)
- e. Develop wind and photovoltaic facilities to generate electricity in buildings to the maximum extent feasible.
(Implementors: Industry, PG&E, Federal Government, PUC)

5. Prohibit use of non-renewable energy and encourage the use of solar energy to heat swimming pools, spas and hot tubs.
(Implementors: County, Cities, PG&E)

6. Encourage business and industry to:

- a. Conduct surveys of energy use by employees and conduct energy education programs,
- b. Conduct energy audits of buildings and implement energy efficiency measures,
- c. Designate energy conservation managers to implement active conservation programs, and
- d. Develop cogeneration energy facilities for new and existing industrial complexes.
(Implementors: Industry, PG&E)

7. Encourage energy conservation education programs.
(Implementors: County, Cities, Schools, State, Federal, Community Groups, Businesses)

8. Encourage consumer protection through local guidelines and use of state and utility programs.
(Implementors: County, Cities, State, PG&E)

9. Advocate changes in state legislation to provide tax relief and other economic incentives to encourage greater energy conservation such as:

- a. Extending the California solar tax credit beyond 1980, and
- b. Initiating no interest, no down payment loans for installation of energy conservation and solar energy devices.
(Implementors: State, PG&E, Lending Institutions)

ENERGY ASPECTS OF LAND USE AND TRANSPORTATION

Land use patterns have a profound effect on energy usage in an urban environment. Buildings constructed today and the land uses established can be expected to have a natural life span of 50 years or more. For energy planning purposes, building size, design and arrangement, the mix of land uses, and the geographic extent of the built environment are critical factors with long-term implications.

Land Use and Energy Conservation

The phenomenon of urban sprawl, which Santa Clara County has experienced for the past 35 years, can be correlated with the advent of "cheap" energy following World War II. Energy is no longer cheap and the cost will continue to rise due to the depletion of fossil fuel resources.

Since rising energy costs will affect land use decisions, new land use practices will play an important role in reducing the demand for energy in Santa Clara County.

The key to effective energy conserving land uses is to plan fully for new integrated communities. Housing, jobs and services should all be planned in close proximity. This would make commutes, shopping and other trips easier by foot, bicycle or transit, and reduce mileage travelled in cars.

There are three primary aspects to the land use patterns that create high dependency on petroleum for transportation:

- a. Distance Between Home and Work: Within the county, there is a large scale separation of land uses, with most industry centered in the northern part of the county ringing the Bay, and housing widely scattered in the North Valley.
- b. Geographic Extent of the Urban Area: Because of the size and extent of the urban area and the many possible destinations, people have a great range of choices which are often far apart and far from home. Longer travel distances result.
- c. Land Use Mix: Long trips are also required when an area lacks the necessary mix of houses, shopping and industry. Some older neighborhoods are highly varied areas where people can walk or bike to many daily destinations. Newer areas are almost entirely homogeneous (being all houses, all industry, etc.). As a result, the automobile is now used for practically every kind of errand and service-oriented trip, in addition to the home-to-work trip.

Land Use Decisions

Land use policies in other sections of the General Plan seek to make changes in future energy requirements, especially by minimizing overall travel distances with selective use of residential densities and shifting job centers to reduce commute distances. The potential effectiveness of these policies is evaluated below:

CONSTRUCTED ENVIRONMENT

- o Reducing the Commute: Transportation consumed 31% of the energy need in the county, residential uses 28%, industrial uses 21%, commercial uses 16%, and public uses 3%.

Of these categories, transportation is the largest consumer of energy. Without attempting to change the 1990 level of growth in the county, a small energy savings (2 - 4% of total consumption) could result from plan amendments to put future jobs and housing units closer to one another. A combination of shifts in the pattern of planned jobs and houses, together with improved public transit, carpools, and encouragement of non-motorized travel, would help to reduce energy consumption.

- o High Density Housing (dwellings with common walls or multi-floor construction, 6 to 60 dwellings/net acre) near job centers can better utilize the county's limited land supply.

Agriculture

Energy shortages and price increases will have serious impacts on agriculture.

Current large scale agricultural operations require a large amount of fossil fuels to sustain food and fiber production. For every calorie of food produced, roughly five calories of energy are required to produce it. Energy is consumed at every step, from the pumping of water to the production of nitrogen fertilizers, and the fuel needed to run the mechanized equipment. Transportation costs are also of major concern for agricultural products, since crops are shipped to very distant markets.

High yield production methods for agriculture must be modified to be more energy efficient as fossil fuel resources become scarce. More agricultural land will be needed to produce the equivalent amount of food. As fossil fuel costs increase, the price of food and the value of prime agricultural land will rise. Preservation of remaining agricultural land in Santa Clara County will assume greater importance. Open ground around or near housing may become more important for supplementing the household's food supply.

POLICIES

1. Energy conservation should be a primary consideration in developing local land use plans and in reviewing development proposals.
2. Land use decisions should be based on the need to reduce home-to-work travel distance, minimize travel distance to obtain goods, services, and recreation; and increase access to public transit.
3. Energy conservation should be a consideration in agricultural activities.

IMPLEMENTATION

1. Amend plans and zoning ordinances to allow and encourage "mixed use" development projects which combine residential development with compatible commercial and industrial development.
(Implementors: Cities, County)
2. Increase housing densities near employment centers and along major transportation corridors served by public transit.
(Implementors: Cities)
3. Plan housing and industry within the urban area and discourage housing and industry in the rural area.
(Implementors: County, Cities)
4. Coordinate development of new, large industrial and residential sites with the availability and/or expansion of public transit

lines and facilities, such as terminals and park-and-ride lots.
(Implementors: County, Cities, Industry, Transit District)

5. Encourage building of small homes and multi-family dwellings in preference to large single-family detached homes.
(Implementors: Cities, County, Developers)

6. Encourage the use of energy-efficient agricultural practices such as integrated pest management, biodynamic cultivation, drip irrigation, and utilization of on-site agricultural waste for energy production.
(Implementors: Farmers, State, County.)

7. Substitute alternate fuels for petroleum whenever possible.
(Implementors: State, Oil Companies, Farmers)

8. Explore the potential of growing crops for energy, especially on marginal land, and encourage the cultivation of crops for biomass which will not affect existing agricultural production.
(Implementors: State, County, Farmers)

9. Encourage food production in urban neighborhoods, through use of private and community gardens.
(Implementors: County, Cities, Community Organizations)

Transportation

Efficient use of public transportation and the encouragement of vanpools and carpools will make significant energy contributions.

Many of the policies and actions contained within the Transportation section of the Plan are supportive of energy conservation measures. Only implementing actions not addressed elsewhere in this Plan have been included.

A study done by the Congressional Budget Office has analyzed the energy requirements for all types of motorized transportation systems. The conclusions of this study show that:

- o Vanpools can probably make the greatest contribution to energy savings on a per-passenger-mile basis.
- o Buses appear to offer the greatest promise in terms of energy conservation. A new bus trip typically means greater energy savings than a new rapid rail, commuter rail, or trolley trip. Also, new bus services, even those requiring exclusive rights-of-ways, tend to be less expensive than other modes.
- o Carpools can make a significant contribution to energy conservation. A typical mile of travel distance diverted to a carpool saves more energy than does diversion to any other mode except a vanpool. Carpools could potentially be used for a large portion of all commuter travel.

The County now operates small scale carpool and vanpool programs, and has a growing bus fleet scheduled to increase to 750 buses. Because buses use a lot of fuel, they need high passenger usage throughout the day to achieve energy efficiency. Consequently, the bus fleet has not yet reached its potential as a major factor in energy conservation. The present system is building patronage and the expanded fleet will allow greater frequency of service so that buses can become an attractive alternative for more people.

Preliminary research indicates that great potential for alcohol fuel production may exist in Santa Clara County due to the large amount of food processing and agricultural wastes available. Federal studies have confirmed the desirability of using alcohol as an alternative transportation fuel.

POLICIES

1. Energy efficient forms of transportation and the use of renewable fuels shall be encouraged to the maximum extent possible.

2. Individuals should be encouraged to choose the method of travel which is most fuel-efficient and to use the most energy-efficient movement of goods and services.

(Note: For additional energy related policies and actions, see Transportation section of the Plan.)

IMPLEMENTATION

1. Decrease the amount of petroleum used for government and industry fleet vehicles through education, regulation and innovative experimentation.
(Implementors: County, Cities, Districts, Industry)

2. Evaluate the energy efficiency of proposed transit and transportation projects.
(Implementors: County, Cities)

3. Require vehicle inspection on a periodic basis to ensure fuel efficiency.
(Implementors: State Legislature, County, Cities, Industry)

4. Investigate the potential for the use of renewable fuels, such as alcohol, as an alternative transportation fuel.
(Implementors: State, County, Industry)

ROLE OF LOCAL GOVERNMENT

Regulations

Local government can and should respond to the urgent need for energy conservation and a transition to renewable energy sources through regulation of local energy use and enforcement of existing federal and state energy laws.

While regulations to conserve energy and to promote the switch to renewable fuels are being debated and enacted at the state and federal levels, there is much that can and should be done locally. Part of the need for local regulation stems from the inability of state and federal governments to act in the face of powerful, well-financed lobbying interests; interests that tend to be less influential at the local level. Another reason is that local government is sensitive to local conditions. Being closer and more receptive to the needs of the voters, local government is in a position to build the community support necessary to ensure passage and implementation of energy ordinances. This support may come from coordinated efforts with local utilities, businesses, and community groups. By taking advantage of immediate and localized involvement, communities can pre-empt inevitable state and federal action and ensure that the most locally feasible path to energy efficiency is chosen.

Santa Clara County has taken an important role in the development of local energy ordinances and has captured statewide and national attention by its efforts. As of early 1980, the Board of Supervisors had adopted ordinances which would:

- o Require energy audits and basic conservation measures at the time of sale for residential property,
- o Require that new subdivisions be designed to provide and guarantee access to sunlight for each lot, and
- o Require solar water heating systems in all new residential construction and residential resales. Ordinances under consideration will prohibit new natural gas hookups for swimming pool heating. By the enactment of these ordinances, Santa Clara County has clearly affirmed its willingness and ability to shape its own energy future.

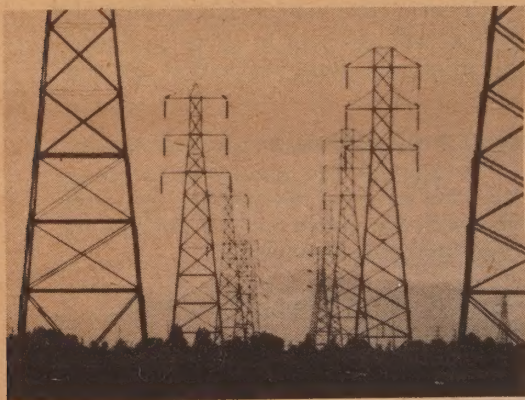
CONSTRUCTED ENVIRONMENT

Often laws affecting energy use adopted at the federal or state level depend heavily upon local governments for enforcement. This is particularly true of such energy saving laws as the federal temperature settings for commercial and public buildings, and the state building code for new construction. Vigorous enforcement of these laws in Santa Clara County could help reduce dependence on fossil fuels. However, the power of local government can often stretch beyond enforcement of federal and state laws. By carefully monitoring legislation and administrative decisions at the federal and state level, local governments can provide needed input to modify state and federal laws and policies dealing with energy.

Encouraging Energy Conservation and Use of Renewable Energy

Local government can facilitate more rapid development of renewable energy sources and efficiency by removing the barriers and impediments that encourage dependence upon fossil fuels.

Many of the local building codes, zoning regulations and permit processes, are partially the products of another era when energy was "free for the wasting" and solar energy was strictly for "eccentrics." These same ordinances and codes, when applied to today's urgent need for conservation and renewable energy, can act to thwart national, state, and local energy goals. Restrictive height and setback ordinances, for example, can prevent solar-effective building orientations or the proper siting of solar collectors. In some communities, certain solar uses such as clothes lines have been banned outright. While the recently enacted California Solar Rights Act prohibits any local jurisdiction from adopting or enforcing regulations that unreasonably restrict solar energy use, local governments should comprehensively examine local codes to spot potential barriers that may arise during the permit review process.



Barriers to solar energy use may also be present due to a lack of education on the part of staff as to how solar energy can be used. Education of crucial staff members such as plan checkers and building inspectors can help to implement many energy measures. Where specific problems commonly arise during plan checks or inspections, design guidelines can be developed to aid applicants to determine such matters as solar energy system sizing and aesthetics.

Public Education

Local government can actively promote energy conservation and renewable energy sources by public education designed specifically for local residents.

Public education is the most critical of all the immediate actions that are needed to stimulate widespread local support and application of energy conservation and renewable energy. While efforts of agencies such as the Department of Energy and PG&E have produced some results in stimulating energy conservation, large segments of the population remain caught between not believing an energy problem exists and not having the information to act. Local governments can provide such services as energy courses and seminars, consultation with local residents, energy fairs and displays, and publicity and press functions. By bringing together interested persons in the community, local governments can act as a focus of local energy activities that can stimulate the creation of community outreach groups capable of res-

ponding to the special needs of low income persons and minorities.

Government Operation and Facilities

Local government can demonstrate the potential for energy conservation and renewable sources in government owned and operated facilities.

An area where local governments can have direct and exclusive control of energy consumption is through management of their own energy budgets. Local governments typically consume substantial amounts of energy through the operation of large vehicle fleets and through normal building operations. The hiring of a full-time energy coordinator is one way to ensure that major opportunities for energy efficiency are identified and acted upon.

Santa Clara County is one of the leaders in the effort to reduce energy use by putting its own house in order. For example, the County has reduced electricity consumption in its buildings by 6% since 1976 for a cumulative savings of nearly \$81,000. This has been accomplished primarily through reductions in lighting levels by de-lamping and timed lighting control systems, reductions in ventilation levels, and computer management of air conditioning loads. Carpooling and vanpooling programs with preferential parking have been instituted for county employees. Reductions in energy use have also been achieved with the County vehicle fleet by purchasing smaller, more fuel efficient cars and switching to radial tires. To coordinate continuing conservation efforts in county facilities, the position of County Energy Advisor was created by the Board of Supervisors in early 1979.

Because local governments have a high degree of visibility to residents, the use of energy conservation measures such as fuel efficient vehicles and reductions in outside lighting can serve to reinforce the reality of our energy problem while adding legitimacy to the solutions.

POLICIES

1. Local government shall set an example to the private sector by reducing energy consumption in its own facilities and operations and by using renewable energy sources such as solar energy.

2. The use of decentralized, safe, non-polluting, renewable energy resources should be promoted in the public and private sector.

3. Federal and state laws which encourage energy efficiency and the use of renewable energy should be carried out, and laws which encourage energy waste and the use of non-renewable fuels should be eliminated.

4. Information regarding the need to conserve energy and cost-effective methods of reducing energy consumption should be widely disseminated among homeowners, renters, businesses, and government agencies.

IMPLEMENTATION

1. Adopt the following programs for government facilities and operations:

a. Establish an energy audit and conservation program.

b. Use solar energy and other renewable energy resources to the maximum extent possible in existing and new buildings.

c. Designate a high level staff energy management position.

d. Establish an energy advisory body or commission to propose policy and regulations, and monitor implementation for both public and private sectors.

e. Develop a life cycle cost method to determine cost effectiveness of building energy systems.

f. Develop energy shortage/emergency contingency plans on a countywide basis and for County public facilities and operations.
(Implementors: County, Cities)

2. Encourage the use of renewable energy resources, recycling programs, and conservation to the maximum extent possible by:

a. Exploring the feasibility of a countywide solar utility district.

b. Actively participating in appropriate energy demonstration projects.
(Implementors: County, Cities, PG&E, Public Utilities Commission, California Energy Commission)

3. Encourage public education on energy conservation and the use of renewable fuels by:

a. Providing information concerning local energy supply conditions, problems, and potential.

b. Providing technical information and expertise on the topic to citizens, local governments, agencies.

c. Acting as catalyst to bring together groups, agencies, and individuals interested in promoting this activity.

d. Suggesting educational material which would be included in local school curricula.

(Implementors: County, Cities, Schools, Community Groups, Environmental Groups, Utilities, Builders, Others)

4. Adopt general plans, policies, ordinances and incentives which reduce energy consumption and promote the use of renewable energy resources.
(Implementors: County, Cities)

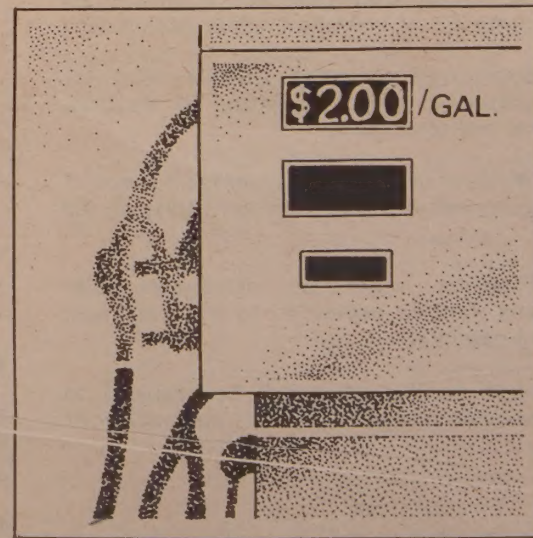
5. State and federal programs should be:

a. Monitored for actions relative to energy policy and offered input when appropriate.

b. Supported relative to utility conservation, load management and rate restructuring programs and assisted in implementation where possible.

c. Used to seek technical assistance in order to reduce local staffing needs.

d. Used to seek grant funds to carry out the local energy program.
(Implementors: County, Cities)



CONSTRUCTED ENVIRONMENT

Unincorporated Development

OVERVIEW

Development in the unincorporated area is subject to a system of controls that includes the General Plan and its policies, zoning, subdivision and land development regulations, and detailed standards for such things as roads, grading, and sanitation. The concerns of the General Plan for the quality of development apply to many aspects of the development: rezoning of property, subdivision of land, building site approval, grading of approved building sites, etc. In order for the overall system of land development policies and controls to work in concert, it is necessary that:

- o The General Plan have clear policies for the type and quality of development to be approved,
- o There be clear criteria or performance measures by which the policies of the General Plan may be applied to specific projects,
- o The type and level of development permissible through zoning be compatible with the policies of the General Plan, and
- o All the land development ordinances and review procedures be compatible with and reinforcing of, the policies of the General Plan.

The policies of the General Plan that influence land development are found throughout the Plan. The purpose of this section of the Plan is to bring some of the most significant policies together and to establish a framework for applying these policies to zoning, subdivisions and other land development projects within the unincorporated area.

POLICIES

The following are major policies taken from various sections of the Plan which would apply to unincorporated development (see individual sections for more detail):

Natural Environment

1. Development activities shall not measurably degrade the natural environment.
2. Roads, building sites, and facilities shall not be allowed to create major or lasting visible scars on the landscape.
3. Activities which may lead to erosion or sedimentation of streams shall be minimized.
4. Sources of potential pollution shall not be located in close proximity to streams, creeks, and reservoirs.
5. Wetland areas shall be limited to uses of public benefit not requiring the filling of the Bay.
6. Riparian vegetation associated with streams shall be protected to the maximum extent possible.
7. New development shall be required to demonstrate adequate quantity and quality of water.



8. Development shall be designed to conserve soil and avoid erosion.
9. Healthy specimen trees shall be preserved.
10. Development activities shall not jeopardize heritage resources (including historic, architectural, archeologic and paleontologic sites, natural areas, heritage trees, and rare or endangered plants and animals).

Public Safety

1. Development in areas of hazard due to unstable land, fire, flooding, and airport operations shall be limited and designed to reduce risks to an acceptable level.
2. In areas of highest hazard, such as floodways, active landslides, hazardous fault traces, and airport safety zones, there shall be no new habitable structures allowed.
3. In all hazard areas, projects shall be so designed as to avoid placement of improvements where they would be jeopardized by hazards, where they would increase the hazard potential, or where they would increase the risks to neighboring properties.
4. Subdivisions shall be designed to avoid or minimize placement of roads and improvements on unstable land and shall demonstrate stable building sites.
5. In areas of high potential for activation of landslides, there shall be no avoidable alteration of the land which is likely to increase the hazard.
6. Structures and septic tank systems should not be placed on saturated soils.
7. Structures shall not be placed in designated federal floodways.
8. All new building sites, subdivisions, and clusters shall have adequate access and water supplies for fire safety and shall avoid development on fire hazardous dead-end roads and roads substandard for use by fire equipment.

Health

1. All new septic systems shall be located in areas where there is a reasonable assurance that they will function reliably over a long period of time, shall be designed to have a minimum negative impact on the environment, and shall be strictly controlled to avoid placement of systems where leachate may contaminate wells, groundwater or surface water.
2. New development shall have a level of sound which is compatible with the land use and shall not generate noise which would be incompatible with neighboring land uses.

Transportation

1. Major development proposals in areas of severely congested traffic or which would cause severe traffic congestion (level of service D or worse) shall be denied.
2. Excessive road and driveway lengths shall be avoided. Divide parcels so as to minimize the need for excessively long roads and driveways.

Constructed Environment

Urban land uses shall be in cities and should be provided with urban types and levels of service, including sewers.

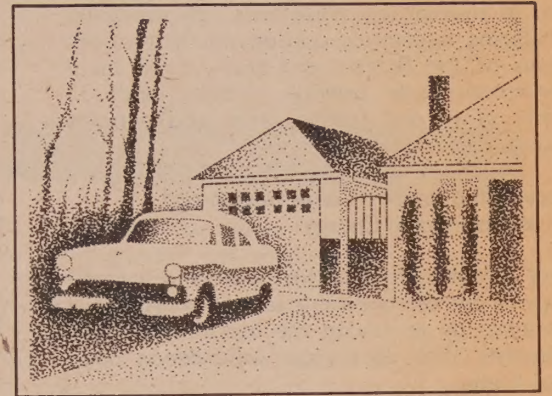
Energy

New buildings and subdivisions shall be designed to take maximum advantage of solar heating and cooling opportunities.

Land Use Map and Text

1. Areas with major resources such as agricultural lands, ranchlands, hillsides watersheds, and baylands are specifically designated and shall be protected.

2. Hillsides shall be protected, reserving 90% of the land in open space and clustering homes to avoid hazards or adverse environmental impacts.
3. New or significantly expanded rural residential areas must be reasonably free from hazards and must not displace productive agriculture.



LAND USE AND ZONING DESIGNATIONS

The land use designations of the General Plan have been designed to achieve compatibility with the Plan's policies for unincorporated area development, but they cannot achieve compatibility by themselves. The land use designations work together with more specific development ordinances and zoning.

The land use map is subject to amendment and may be changed periodically to reflect new information or to incorporate specific changes for a given area. (See General Government section for annual review process) In making such amendments, the County shall evaluate the suitability of a proposed amendment with the policies of the Plan. It is anticipated that the most frequent privately initiated proposal for amending the land use map will be to add rural residential areas. Criteria have been included within the text of the land use map to guide evaluation of applications for rural residential designation.

Zoning must be consistent with the General Plan. The test for this consistency includes both the land use map designations and compatibility with the entire body of policies for unincorporated area development.

ZONING AND PERMISSIBLE AMOUNTS OF DEVELOPMENT

Zoning establishes the type of activities and maximum densities which are permitted in an area. Zoning does not constitute an entitlement to a predetermined amount of development on a given property.

Many of the zoning districts to be applied outside of urban service areas will cover several thousands of acres. Within the hillside, ranchland, rural residential, and other areas, the land within a particular zoning district will vary greatly in its physical characteristics. There is no assurance that all land holdings are suitable for development to the potential of the zoning district. As an example, the Ranchlands designation proposed in the General Plan would establish densities of from 20 to 160 acres per lot and would be applied to several hundred thousand acres. Many places within the ranchlands lack the basic characteristics for development, like roads and water. If a property does not have the conditions necessary for development, it cannot be subdivided or developed regardless of densities of the General Plan designation or the zoning district.

In order to provide for the variety of conditions which may exist within a zoning district, it is the policy of the County that each new lot created must include a suitable building site which conforms to all applicable County ordinances and policies of the General Plan. If the number of buildable sites is less than the number which the maximum densities under the zoning would establish, then the number of lots that may be created shall be limited to the number of suitable building sites. The only exceptions shall be where lots are specifically created

CONSTRUCTED ENVIRONMENT

with the intention of remaining in open space use and where there is a legally binding restriction preventing the use of the property for building. Such open space lots may, as an example, be created as part of a clustered housing project to serve as the permanent open space area for the home sites.

In some cases, the conditions limiting the development of an area may be due to problems of the site such as landslides, excessive slopes, lack of enough water, poor soil for septic tanks, and similar conditions. In other cases, areawide conditions preclude the establishment of new building sites for example where: the property is located on a fire hazardous dead-end road; the road that serves the site crosses a bridge that is not safe; or there is areawide water pollution and need for a new source of water. It is sometimes possible to resolve the areawide problems through detailed local planning or through specific improvements.

While zoning does not provide an entitlement to a given level of development, it does act as a limit on the maximum amount of development on a given property. The maximum densities established by zoning are intended to keep the total amount of development within a district to a level which is consistent with the General Plan.

POLICIES

1. The number of lots into which a property may be divided shall be determined by zoning and the availability of suitable building sites on the property. If there are fewer suitable building sites than lots permissible under the zoning, then the number of lots shall be limited by the number of building sites.

2. Regardless of the zoning, no new lot shall be created which is substandard or deficient for the purpose of a building site unless such a substandard or deficient lot is rendered unbuildable by a binding permanent open space easement, or other enforceable restriction acceptable to the County lasting until the identified development constraint(s) are overcome.

PROJECTS CONFORMING TO THE GENERAL PLAN

In order to be in conformance with the General Plan, a new subdivision or building site must be consistent with the major policies for land development summarized above, and with the more detailed policies and standards contained throughout the plan.

In order to facilitate the processing of applications and to assist developers in understanding County requirements, it is proposed that the County adopt an official process to define conformance with the General Plan. To define General Plan conformance two levels of screening shall take place. The initial screening process described below assesses apparent conformance to the General Plan. The results of this initial screening will enable the applicant to decide whether to continue with the full application review process, which will require the applicant to provide more detailed information and more time for review. Actual conformance will be established using detailed criteria as set forth in the Appendix after an applicant has furnished detailed information. In both cases criteria help to define General Plan policies for sanitary waste disposal, roads, fire protection, building sites, water, utilities, and lot configuration.

POLICIES

1. In order to be considered compatible with the General Plan, a standard lot for building site purposes shall, as a minimum, meet County standards and criteria for safe and adequate access, sanitation, fire protection, and potable water supply, and shall be free from undue hazard caused by earthquake, flooding, wildfire, or landslide. Each lot shall have a suitable area for a building site plus a separate area suitable for a septic drainfield (unless sewers are available).

2. The process for determining compatibility of subdivisions, cluster permit applications, and all other applications for development which lead to the establishment of a building site will include the following initial screening. This screening may place the application into one of three categories:

- a. Applications for normal processing,
- b. Applications which are non-conforming, or
- c. Applications which require detailed review for plan conformance.

2a. Normal processing will proceed for applications which have a high probability of conforming to the General Plan based on the following criteria:

- i. The property includes an area of land on each proposed lot which may be acceptable as a building site, on which there is:
 - o No indication of land instability,
 - o No indication of flooding, and
 - o Access to the potential building site can be achieved via a route over lands for which there is no indication of instability and average natural slopes of less than 20%.
- ii. Each lot includes an area potentially suitable for a septic tank system, which is:
 - o At least one-half acre of land with slopes below 20%,
 - o At the same elevation or downhill from the potential building site, and
 - o Not subject to flooding or landsliding.

(Septic system criteria are not applicable in sewered areas.)

2b. Non-Conforming applications shall be denied if the land does not contain the characteristics necessary to support a building site which conforms to the minimum General Plan criteria. (Projects denied through initial screening should be subject to minimal fees.) Characteristics of a given piece of land which indicate that conformance to General Plan criteria cannot be met include lands where:

- i. There is no potential building site on the proposed lot:
 - o Having natural slopes less than 30%,
 - o Located outside of a federally designated floodway, or
 - o Accessible through lands with an average natural slope of less than 30%
- ii. There is no area of land potentially suitable for septic system use which is one-half acre or more in size with slope of less than 20% (or 30%) (Note the limit on slope needs to be resolved by the Board of Supervisors) and which is:
 - o Located at the same elevation or downhill from the potential building site,
 - o Located outside of a floodway,
 - o Located 100 feet or more from a creek, outside of a riparian area known to extend beyond 100 feet of a creek,
 - o Located 200 feet from a reservoir, and
 - o Located 100 feet or more from wells.

(Septic system criteria are not applicable in sewered areas)

2c. Detailed Review will be prescribed for applications that are not clearly within the criteria for normal processing or for nonconforming applications which may be capable of conforming to the General Plan and County ordinance provided that the applicant shall demonstrate that all policies, criteria and ordinance can be complied with. The appli-

cant shall be informed of all criteria and those criteria known to be unsatisfied in the application and that there is no assurance that the application will be approved.

Appeals

2d. An Appeal Procedure for projects denied at initial screening will provide that such projects may be appealed to the Planning Commission and Board of Supervisors which may authorize the further processing of the application, providing that:

- i. The applicant can establish that the policies and criteria of the General Plan can be met,
- ii. The appeal does not override any of the normal requirements of County ordinances or policies, and
- iii. Authorization is limited only to continue normal processing.

IMPLEMENTATION

1. Review and revise as needed, all land development ordinances and procedures to assure compatibility with the General Plan. (Implementor: County)

2. Amend single-site approval ordinances to include General Plan conformance as a requirement of approval. (Implementor: County)

3. Adopt a set of General Plan design criteria to use in the review and conditioning of applications. (Implementor: County)



NEED FOR DETAILED LOCAL PLANNING

The most difficult development problems to resolve are those which involve an areawide deficiency that cannot be adequately handled through conditions on individual development applications. There are a number of situations in which conformance with the General Plan policies and with County standards is impossible to achieve except through a detailed local plan. Some of these situations include:

- o Areas where there are sizable populations and multiple problems which require extensive planning in order to resolve several problems in concert. One such area which has been identified is San Martin.
- o Areas with existing roads, drainage, or other facilities which were not built to adequate standards and where there are still applications for development. These include numerous mountain areas which have roads of inadequate width, turns too sharp for fire equipment, dead ends, stream crossings without adequate bridges, and other problems.
- o Areas where new roads or extensions to existing roads are proposed, especially when a new territory is opened for development by providing access. New roads should be allowed only if they are fully in conformance with the General Plan and County ordinances. Circulation plans for new roads must determine whether the road is to be public or private and, if private, provisions should be made to assure maintenance.

HOUSING

- o Areas deficient in water for fire protection where a plan is needed to provide an adequate water supply.
- o Areas where there are widespread physical problems such as geologic instability or sensitive resources such as rare and endangered species which make the planning of circulation and building sites excessively difficult on a case by case basis.
- o Sizable areas proposed for designation on the land use map as rural residential, may first need plans for major facilities and means for funding services.

These problems can be resolved through detailed local plans, or neighborhood plans. Some of the detailed planning is important enough to the community to justify public participation in the development of the plans. The planning of large areas with sizable populations, such as that needed for San Martin, may be an example of needed detailed planning justifying public expense. In other areas, the people likely to benefit by the detailed planning are individual private developers seeking to open an area to development. Where the benefits of detailed planning are essentially to private parties, the full cost of such planning should be the responsibility of the developers.



In order for such necessary detailed planning to take place, it is essential that the County not approve individual projects that could add to the difficulty of resolving the problems in an area. In the case of San Martin, the General Plan provides interim policies to be followed until the detailed planning is accomplished. In other areas detailed planning will need to be made a requirement for the approval of development projects, and projects not able to conform to the General Plan or County ordinances, in the absence of such plans, will have to be denied.

POLICIES

1. The County shall identify lands with areawide deficiencies or special circumstances in which conformance to the General Plan is infeasible on a case by case basis, and shall require a detailed plan to resolve the specific issues for such lands as a pre-condition for any new subdivision, cluster permit, building site approval or use permit. Land may be designated for such detailed planning by the Board of Supervisors or the Planning Commission, upon recommendation from the Fire Marshal, or directors of Environmental Health, the Planning Department, or Land Development Engineering.
2. At such time as an area is identified by the Planning Commission or Board of Supervisors as needing detailed plans, there shall be a determination made of the restrictions which shall apply until the detailed plan is adopted.
3. Detailed plans should address:
 - a. Extent and type of deficiencies,
 - b. Solutions to correct deficiencies,
 - c. Preferred solution, and
 - d. Costs and funding mechanisms, including apportioning initial and on-going costs of the solution to those who benefit.

4. Applications for subdivisions, cluster permits, or use permits in an area which has been identified for detailed local planning, will be restricted until the detailed local plan is adopted. The applicants will be informed of the General Plan policies or standards which must be satisfied through a detailed plan for the area.

5. A detailed plan for the resolution of areawide problems may be publicly or privately prepared, but shall be subject to adoption by the County. The detailed plan shall address financing and implementation of needed improvements, as well as the specific details necessary to resolve the areawide problem. Once a detailed plan is adopted by the County, development conforming to such plan will be considered to conform to the General Plan for those issues addressed in the detailed plan.

6. If, in the opinion of the Planning Commission or Board of Supervisors, the areawide conditions which necessitate the creation of a detailed plan are of such a nature that a public benefit will be served through County sponsorship of the detailed plan for the area, then County staff may participate in the preparation of such a plan.

7. If a detailed plan is intended to improve substandard conditions in areas which are already substantially developed or where the roads or facilities at issue are pre-existing, the detailed plan may include variations from normal General Plan criteria or land development standards if such variations are for the purpose of improving the environmental quality of the area.

IMPLEMENTATION

1. Identify areas with deficiencies that require areawide detailed planning. (Implementors: Land Development Engineering, Planning Department, Fire Marshal, Environmental Health, Planning Commission, Board of Supervisors)
2. Determine which detailed plans are of sufficient community benefit justifying public participation in the preparation of such plans, and establish a priority for preparing such plans. (Implementors: Planning Commission, Board of Supervisors)
3. Amend County ordinances as needed to implement the process for area planning. (Implementor: County)



HOUSING

GOALS

DESIRED COMMUNITY CONDITION

- o Well constructed and maintained housing
- o Available in a wide range of styles, prices, and locations in attractive neighborhoods
- o For satisfaction of individual and family shelter needs

COMMUNITY GOALS

1. Sufficient supply of affordable housing for all county residents and workers of the county seeking to live here.
2. Housing throughout the county which is affordable to low and moderate income households.
3. All housing maintained in a safe and sanitary condition, housing deficiencies eliminated, and housing deterioration prevented through maintenance and rehabilitation.
4. Arbitrary housing discrimination based on race, religion, ethnic origin, marital status, age, sexual orientation or physical characteristics eliminated.
5. Emergency housing needs met throughout the county.

Overview

The people of Santa Clara County are facing a serious housing crisis. Growth in the county's housing supply has not kept pace with the unprecedented industrial growth that has occurred in the county over the last few years. Prices are rising much faster than average family income, leaving a large segment of the population unable to afford to purchase a home. Affordable housing is harder to build because of high land costs, skyrocketing interest rates and the rising costs for materials and labor. People are being forced to live far from their jobs, often outside of the county: the actual housing market of people working here extends into other areas including Alameda, San Mateo and Santa Cruz counties. Rental housing is scarce and existing supply is threatened by condominium conversion and lack of new construction. Discrimination is becoming more prevalent against minorities and families with children, since landlords can more easily pick and choose their tenants in a tight housing market.

The housing problems that Santa Clara County is experiencing now are not new. Affordable housing for the low income family has always been a need that government is called upon to address. The difference today is that the problem is so much worse that it has affected the middle income households who represent the backbone of the Santa Clara County working force. Young professionals just out of college, young people trying to leave home to live on their own, seniors looking for smaller housing, and single-parent households will not be able to find suitable, affordable housing in this county unless all of the cities and the County take an active role in providing for the housing needs of existing residents looking for change and future employees looking for work.

Housing, Economic Development and Transportation

Decisions cities make about the county's future housing supply will have a direct impact on future economic growth and on the transportation problems. The housing policies call for an increase in the supply of housing in order to provide enough housing to accommodate an employment level of 775,000 jobs

in 1990. The policies also call for an increase in the supply of housing in areas of the county where housing shortages exist in order to shorten commute distances and more efficiently utilize our existing transportation system capacity.

Decisions about future job growth must be consistent with plans for housing. Job growth in excess of the level recommended in this Plan will require a significant increase in the supply of housing above that now planned by cities. This relationship between housing and employment is crucial if the county's high quality of life is to be maintained.

Organization

The Housing Element is divided into seven topic areas which deal with the different aspects of the housing problem in Santa Clara County:

- o Increasing the supply of affordable housing
- o Financial assistance for low and moderate income housing
- o Preserving existing affordable housing
- o Housing conservation and rehabilitation
- o Equal housing opportunities
- o Special housing needs
- o Housing in unincorporated areas

Increasing the Supply of Affordable Housing

Housing Demand

The demand for housing is directly related to employment growth, demographic changes, and land availability. Employment growth, being the major factor operating in the county, has put pressure on the housing market in two ways. An increasing number of county residents, particularly women, have been entering the labor market, resulting in a growing number of two-wage earner households who can afford to pay more for housing. Additionally, many of the jobs that have been filled by people moving into the county are well paid professionals able to afford more for housing.

Ironically, these two factors which have created the demand for housing are working toward the decline in the county living environment. Two wage earners are no longer a luxury but a necessity for buying a house. Similarly, industry is finding it harder to attract professionals from other areas of the country to fill management jobs because of the high housing prices.

Demographic factors are also contributing to the demand for housing.

- o Household size has declined from a high of 3.36 persons per household in 1960 to 2.92 persons in 1975, and is projected to drop to 2.41 persons in 1990. This declining household size is explained by the elderly population (65 years and over) increasing significantly from 6% in 1970 to 9% in 1975. The elderly generally comprise smaller households.
- o The divorce rate has been increasing, which means that two households form where there previously was one.
- o The smaller household size means that the county's housing supply will have to expand just to accommodate a constant level of population.

Housing Shortage

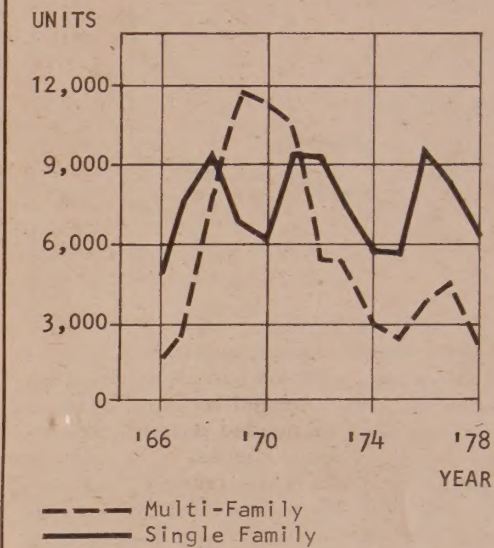
The existing housing supply combined with the rapid rate of employment growth during the past four years has created a serious housing shortage in the county. Between April 1975 and April 1979, approximately 156,000 new jobs were created, while only 46,400 new housing units were constructed. As a result, many workers who have jobs in Santa Clara County now have to travel very long distances from their homes in adjacent counties.

Just to meet the housing demand created by the total number of jobs in 1979, more than 31,000 additional housing units would have to be built. Projections indicate that there could be as many as 855,000 jobs in the county by 1990. The General Plan advocates a target of 775,000 jobs which would enable the county to maintain an acceptable quality of life. In the long run, the housing supply projected in the cities' existing general plans would be sufficient to meet the demands created by that target job growth level. However, if cities plan for more jobs it will become necessary to increase the supply of housing beyond existing general plans.

While it would appear that there could be an overall balance of jobs and housing county-wide, there is still a shortage of housing relative to jobs within subareas of the county. The northwest subarea is the primary job producer while the central and east subareas are the housing suppliers. The poor distribution of jobs and housing has resulted in major transportation problems, air pollution and fiscal inequities.

San Jose and the South County cities of Morgan Hill and Gilroy contain most of the vacant land, but there are limitations in their ability and obligation to make up the deficit in housing for the North County cities. The present tax system is not supportive of the services and facilities which would be neces-

HOUSING UNITS AUTHORIZED BY BUILDING PERMITS Santa Clara County 1966-1978



sary to accommodate a large amount of additional residential development. Limited sewage treatment plant capacity and local policies limit the rate of residential growth in the South County. Transportation problems would also be aggravated by encouraging long-distance commuting to North County jobs.

There is limited vacant land available in the North County cities to provide a sufficient amount of housing to meet their demand. Most of the remaining parcels are in hazardous hillside areas or small parcels scattered throughout existing low density residential areas. The opposition of existing residents to higher density development is reflected in the reluctance of city officials to modify zoning and general plans to accommodate more housing. In order to make the most of the limited remaining land in North County cities, multifamily housing will have to be given serious consideration. Use of infill parcels and the redevelopment of underutilized residential and commercial land offer good opportunities for multifamily housing.

Housing Supply

The pace of housing construction has slowed down considerably since the 1960's and early 1970's. Between April 1975-1979, the annual rate of production represented an 11.2% increase in total housing stock compared to 17% increase in the previous four-year period. While the demand for housing is high, construction is slow partly because prime residential land is almost used up, causing increases in land prices. Construction is costly, financing is tight and government processing is slow, adding to the drop in construction rates not only for this county but nationally.

Housing Market

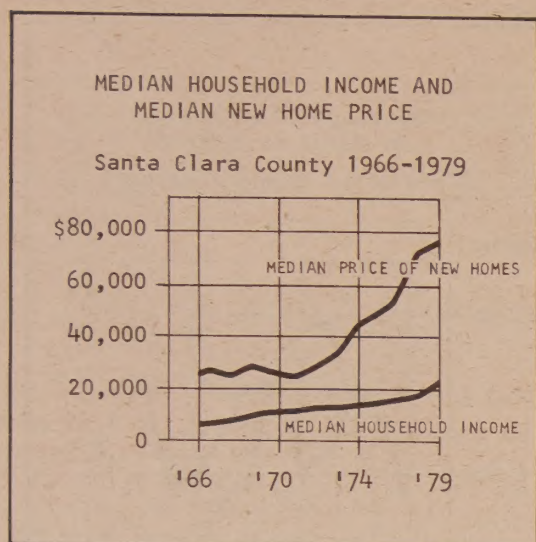
There is a two-tiered housing market operating within the county which largely determines how well a family can compete in today's marketplace. Those people in the county who own their own home have the advantage of an equity buildup which enables them some flexibility of movement in the housing market.

Those persons who do not own a house already are faced with prohibitive costs in terms of qualifying for a loan and accumulating enough money for a downpayment. Two incomes are becoming the rule to qualify for a loan. In addition, more and more of a family's income is needed to meet housing costs.

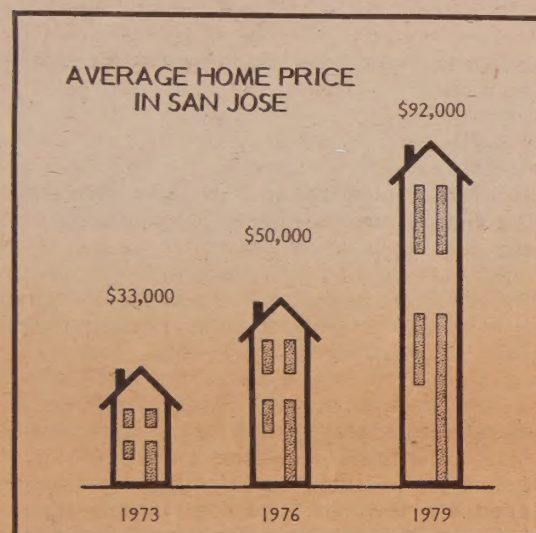
To illustrate the point further, from 1971 to 1979 the median new home price rose from \$24,300 to \$83,600, a 244% increase, while median household income rose only 69% from \$12,670 to \$21,375.

PLANNED INCREASE IN HOUSING SUPPLY, 1975-90						
City	Single Family Dwellings		Multiple Family Dwellings		Total Dwellings	
	1975	1990	1975	1990	1975	1990
Campbell	6,900	7,200	5,700	6,800	12,600	14,000
Cupertino	6,900	7,600	3,900	5,200	10,800	12,800
Gilroy	3,000	5,900	1,700	4,500	4,700	10,500
Los Altos	9,400	9,700	900	900	10,300	10,600
Los Altos Hills	2,200	3,500	100	100	2,300	3,600
Los Gatos	7,000	9,700	3,400	5,500	10,400	15,200
Milpitas	6,200	10,300	2,700	6,600	8,900	16,900
Monte Sereno	1,100	1,300	-0-	-0-	1,100	1,300
Morgan Hill	1,900	5,800	1,000	2,700	2,900	8,400
Mountain View	8,000	8,400	17,100	20,100	25,100	28,500
Palo Alto	15,400	16,000	9,000	11,600	24,400	27,600
San Jose	126,600	161,800	65,900	117,900	192,500	279,700
Santa Clara	16,100	16,700	14,100	18,200	30,200	34,900
Saratoga	7,900	8,800	500	700	8,400	9,500
Sunnyvale	19,600	20,400	18,900	23,700	38,500	44,100
Rural Areas	7,700	12,200	1,600	1,600	9,300	13,800
Total	245,900	305,300	146,500	226,100	392,400	531,400

HOUSING



In March 1980, the average price of a home in San Jose was \$110,300, and the mortgage interest rate was 16 3/4%. At 20% down, a 30-year monthly mortgage payment would be \$1240. Under normal lending practices, a bank would require a \$44,600 yearly income. Clearly the \$21,375 median income in the county is not sufficient to meet that kind of house payment.



Rental Market

Rental housing has become increasingly scarce over the past 5 years. Construction rates have slowed down at an even faster rate than single family homes. Most of the new construction in multifamily housing is in the form of condominiums which does not add to the rental needs of the county.

Vacancy rates have fallen from a high of 7.7% in October 1972 to a low of 1.9% in September 1979. Scarcity of rentals has caused rents to climb forcing limited income families to spend more and more of their income on shelter costs. High density rental housing used to be a source of affordable housing in the county but the private market has shifted and measures are needed to restore the equilibrium between rental and ownership units.

Mobile and Modular Housing

Recent changes in State legislation and the aesthetic design of mobile homes have made them increasingly attractive as a source of affordable housing. As of July 1, 1980, mobile homes will be taxed as real property in a manner similar to conventional housing rather than as a vehicle. The new mobile home is more like a conventional or modular unit in terms of size, aesthetics and permanent foundations. Suitable site design and layout can make it an acceptable form of housing in many cities. The cities and County need to assess carefully sites within all land use districts which might be appropriate for mobile homes or modular housing.

BMR and Cooperatives

Housing Cooperatives and Below Market Rate (BMR) programs are two techniques that can be used to create affordable ownership units for middle income households. With proper safeguards, these units can remain at affordable prices despite resale. A certain portion of a new condominium development or an apartment conversion can be set aside at an affordable price for persons who meet par-

ticular income requirements. Deed restrictions would limit resale price so that the price could stay within an affordable range for the moderate income household.

This method provides for mixed income housing that can fit in any community. Experience has shown that merely increasing densities will not lower the price of a unit. This program will help to retain a portion of those units at an affordable price.

Housing cooperatives are a second means of providing more housing. It is a form of ownership housing in which all units in the development are financed under a single mortgage. The mortgage is held by a non-profit corporation owned by the cooperative members of the development at one share, one vote per member and run by an elected board of directors. One form of cooperative housing puts a ceiling on the amount of equity buildup that an individual can accumulate by owning a unit. This "limited equity" cooperative can function as a viable mechanism for providing moderate income, owner-occupied housing.

Government Role

The cities have the primary direct responsibility to plan for, review and approve new housing. They also provide the basic facilities and services, water, sewers, police, fire, streets and parks, to new houses and their residents. Cities directly choose the types of housing that they will accommodate, i.e. houses, condominiums, apartments, and the standards that will apply to these units. The application of these powers indirectly has a major impact on the prices of new homes.

Santa Clara County has direct land use jurisdiction for housing in areas outside of the County's 15 cities. This housing is mainly located in unincorporated "pockets" within the urbanized parts of the county surrounded by land annexed to cities.

The County has sought to have all urban uses take place within cities for efficient service provision. Rural area housing development potential has been limited in recent years as the County has moved to retain close-in buildable land for possible future urban intensity development and to preserve agricultural and open space lands. Large numbers of new homes are not possible in the rural areas under current County plans and policies.

There is a need in the county to increase the supply of affordable housing. In order to achieve this goal, it is essential for the County and cities to work cooperatively to set housing goals and formulate distribution patterns so that affordable housing will be available throughout the county. By coordinating local housing objectives, the County can fulfill regional and national requirements in its own way rather than waiting for higher levels of government to mandate solutions.

The policies and implementation measures included in this section are ones that local government can implement without the use of federal or state funds. The programs are directed at the middle income household, which would not qualify for government assistance but is unable to compete effectively in today's housing market.

POLICIES

1. New housing for the urban population shall be built within cities.
2. Intergovernmental and public and private cooperation shall be encouraged to achieve an adequate supply of affordable housing.
3. The following principles shall be encouraged in the provision of housing for the urban population:
 - a. Increase the supply of housing in each part of the county to a level consistent with existing employment without exceeding the capacity of the natural environment and constructed systems.

- b. Provide a sufficient supply of new housing in each city to offset the housing demand created by its new job growth.
 - c. Locate housing so that workers have the opportunity to live within a reasonable commuting distance of their jobs.
 - d. Assure that 10% of all new homes and apartments and 25% of all condominium converted units are available to households earning less than 120% of the county median income.
4. The way municipal services and facilities are financed should be reformed in order to offset the added financial burdens of providing services and facilities to new residential development.

IMPLEMENTATION

1. Establish and adopt objectives indicating the amount of housing needed to correct existing shortages and meet projected growth needs within each area of the county. (Implementors: Cities, County)
2. Coordinate local housing objectives with housing goals at the regional level. (Implementors: Cities, County, Association of Bay Area Governments, State Department of Housing and Community Development (HCD), Federal Department of Housing and Urban Development (HUD))
3. Amend local land use plans to be consistent with adopted housing objectives. (Implementors: Cities)
4. Employ a variety of techniques for increasing the supply of housing. For example:
 - a. Rezone vacant industrial lands for residential uses.
 - b. Increase housing densities permitted in local plans and zoning ordinances.
 - c. Allow and encourage mixed use development combining residential uses with compatible commercial and industrial uses.
 - d. Utilize air rights to allow construction of housing over parking lots, etc.
 - e. Establish minimum density levels. (Implementors: Cities)
5. Adopt reasonable modifications in zoning and building policies, regulations, and standards which would aid in reducing the cost of new housing units. For example:
 - a. Encourage construction of "no frills" housing units, e.g., units without unnecessary or expensive appliances and fixtures.
 - b. Allow greater flexibility in development standards relating to minimum lot sizes, parking spaces, setbacks, etc. (Implementors: Cities, Building Industry)
6. Examine development standards, lot sizes, setbacks and parking requirements to ensure compatibility and facilitate the use of mobile homes as a means of providing lower priced housing. Include provisions for:
 - a. Mobile home cooperatives, and
 - b. Mobile home subdivisions. (Implementors: Cities, County)
7. Institute a "Below Market Rate" housing program requiring that:
 - a. 10% of all units in new multi-family housing construction or 25% of all condominium conversion projects be affordable to persons earning less than 120% of the median family income in the county.
 - b. At least half of the "Below Market Rate" units be made available to households earning less than 80% of the county median.

c. "Below Market Rate" housing units only be resold to persons earning less than 120% of the median family income in the county.

d. The "Below Market Rate" housing units be scattered throughout the project.

e. Government assistance be used only to increase the percentage of below market units in a development or to reduce the price of a unit to make it more affordable to lower income households.

(Implementors: Cities)

8. Provide technical assistance to facilitate the establishment of housing cooperatives as a means of stabilizing housing costs and providing limited equity housing for low and moderate income households.

(Implementors: Cities, County, Nonprofit Housing Corporations)

9. Require industrial firms to assist in the provision of housing through measures such as:

a. Contributing to a fund for the construction of low and moderate income housing,

b. Engaging in joint venture projects with housing developers,

c. Providing mortgage subsidies to employees, and

d. Providing company-owned housing

(Implementors: Cities, Private Industry)

10. Amend state laws to redistribute and increase municipal revenues available to cities accommodating new residential development.

(Implementors: Cities, Private Industry)

11. Establish a metropolitan forum comprised of representatives of the cities and County which could function as an area housing council, as defined by State law, for the purpose of:

a. Developing a housing allocation plan indicating housing goals for each area of the county,

b. Distributing subsidized housing units throughout the county,

c. Coordinating the development of policies, ordinances, and programs relating to housing matters such as condominium conversions, below market rate programs, etc.,

d. Establishing a housing fund to assist in site acquisition and/or construction of low and moderate income housing, and

e. Expanding housing maintenance and rehabilitation programs.

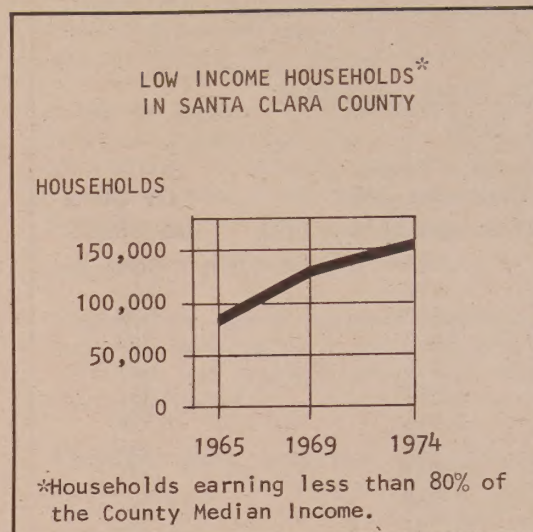
(Implementors: Cities, County)

Financial Assistance for Low and Moderate Income

Defining Low and Moderate Income Households

The definition of low and moderate income households varies with state and federal programs. The Federal Department of Housing and Urban Development (HUD) defines low income households as those earning less than 50% of the county median income and moderate as households earning less than 80%.

The California State Department of Housing and Community Development defines lower income as households earning less than 80% of the county median and moderate income as households earning less than 120%. For the purposes of reaching a broader sector of the population in need, this Plan uses the State definition to describe low and moderate income households.



Low and Moderate Income Households

The rising cost of housing, which reduces the ability of middle income households to afford shelter, is having a far more serious impact on low income households. Between 1965 and 1974, the percent and number of lower income households increased in Santa Clara County.

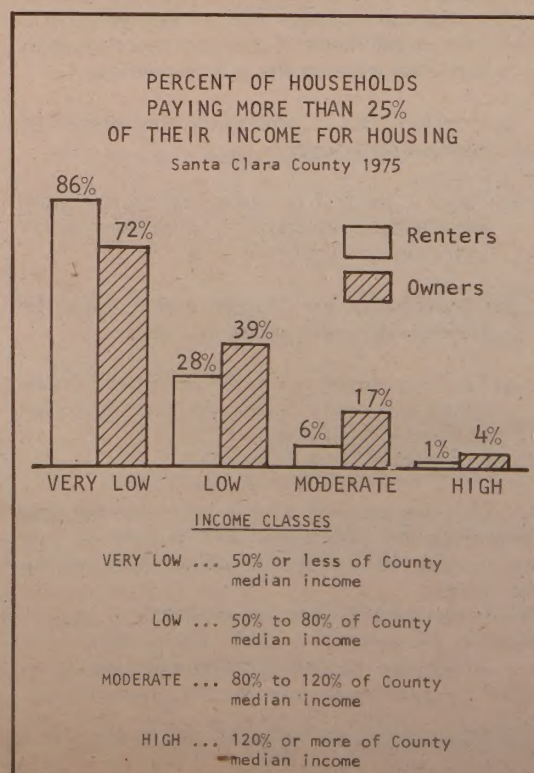
In 1974, the county median income was \$14,566. In 1979 it was \$21,375, which means that a moderate income household earns from \$17,100-\$25,650. This income range includes a large cross-section of the county workforce serving in many professional and technical categories which are vitally necessary to the functioning of the community.

Many households in Santa Clara County spend a large percentage of their income for housing. Overpaying is defined by HUD as persons paying more than 25% of their gross monthly income on shelter costs. Because of the high price of other basic necessities, paying more than 25% of household income for shelter costs puts a greater strain on lower income household budgets than higher income households. The higher income household can afford to pay more than 33% of its income for housing and still have enough income left for other needs.

Government Programs

A variety of federally sponsored mortgage insurance and direct loan programs has produced 10,759 units of subsidized housing in the county. Section 8 Rent Supplement Program, administered by the Santa Clara County Housing Authority, provides certificates to eligible low income families which enable them to pay only 25% of their income on housing. The difference in the rental price is paid by HUD. There are 2,433 units under this program as of February 1980.

The HUD-administered Housing and Community Development (HCD) Block Grant program has provided funding and a planning mechanism to achieve broadbased cooper-



ative efforts to meet housing needs. Housing Assistance Plans (HAPS) are required as part of the application for HCD funds. It defines households in need and establishes yearly goals for meeting the need. Funds from the program can be used in a limited way to assist in the development of low and moderate income housing.

The program has been in effect since 1975 and has assisted in producing approximately 538 units. An Areawide Housing Opportunity Plan (AHOP) is prepared by Association of Bay Area Governments in cooperation with HUD to define a framework for the allocation of federal housing subsidies. Participation by the County and cities in the AHOP could mean additional funds.

The State has established the California Housing Finance Agency (CHFA) which provides direct financing for home purchases and construction. CHFA financing of a rental project requires the passage of an "Article 34 referendum" in the city involved. (Article 34: California State Constitution requires the city or county to obtain voter approval before they "develop, construct, or acquire" a low rent housing project.) Lack of community support for subsidized low and moderate income housing has made it very difficult for cities to pass a referendum except for elderly housing.

Fair Share

California planning law requires that each locality "make adequate provision for the housing needs of all economic segments of the community." Local responsibility is to be measured in terms of the housing needs not only of the resident population but also of the fair share of those households who might reasonably be expected to live within the local jurisdiction were a variety and choice of housing appropriate to their needs available. The State developed a methodology to help local jurisdictions identify their housing need for low and moderate income households. The County Planning Department applied the methodology to 1985 projected population for each jurisdiction. The results illustrate the projected fair share number of low and moderate income households in need for each city.

According to the State, each jurisdiction is expected to make "a good faith, diligent effort" to expand affordable housing opportunities within its boundaries to accommodate its fair share of low and moderate income households. The implementing actions contained within the Housing Element describe how the County and the cities can address that need. Cooperation among the County and cities to address the fair share need will help to provide more affordable housing opportunities in the county.

Housing Fund

The County and cities must continue to take advantage of the existing programs at the federal and state level. In addition, new sources of revenue must be generated at the local level to assist in the development of low and moderate income housing.

A housing fund could be created for the entire county. The pooling of funds to use for acquisition of land, offsite improvements, predevelopment costs or construction could maximize the utilization of available resources to obtain the most housing units for the entire county. Cities participating in the housing fund would set the terms and conditions for drawing funds from the pool in order to ensure an equitable distribution.

The County has already created a housing fund from money generated by a Density Bonus Program applicable to subdivisions of 10 units or more. Within urban areas, 10% of the new units must be made available for low and moderate income households. Outside urban service areas, the additional sites created by a 10% density bonus are sold and the proceeds are to be used to support development of low and moderate income housing within the urban service areas. This program, if implemented by cities, has great

"FAIR SHARE" OF LOW AND MODERATE INCOME HOUSEHOLDS

Santa Clara County 1985

City	Fair Share of Low and Moderate Income Households - 1985	Projected Number of Low and Moderate Income Households, 1985	Fair Share Shortfall
Campbell	3,736	2,840	896
Cupertino	2,422	772	1,650
Gilroy	2,769	2,630	139
Los Altos	2,266	958	1,308
Los Altos Hills	595	175	420
Los Gatos	4,309	2,357	1,952
Milpitas	5,731	2,453	3,278
Monte Sereno	291	135	156
Morgan Hill	2,310	1,839	471
Mountain View	10,621	7,058	3,563
Palo Alto	8,486	4,741	3,745
San Jose	89,072	52,072	37,000
Santa Clara	12,635	8,329	4,306
Saratoga	1,941	712	1,229
Sunnyvale	15,505	8,427	7,078
Unincorporated*	17,385	13,017	4,368
Total	179,409	108,520	71,560
*Urban Pocket	12,712	9,519	3,193
Rural	4,673	3,498	1,175

potential for generating funds in areas suitable for development.

Tax-exempt revenue bonds are a source of revenue that the County is pursuing as a way of generating low-interest loans to assist developers in constructing low and moderate income rental housing or in financing low interest loans for the purchase or rehabilitation of single family homes. The Board of Supervisors passed a Resolution of Intent in December 1979 to authorize the sale of \$250 million of such bonds for financing single family homes to qualified households. An additional resolution is needed to make funds available for rental housing.

Surplus Land

Recent fiscal changes due to Proposition 13 have caused many public agencies to reassess the need to retain underutilized or undeveloped property. The revenue from the sale of surplus publicly owned land has become an important resource for the school districts and local government agencies. The sale of such land is closely regulated by government charters or enabling legislation so that the agency is able to obtain fair market value. Surplus land could be used as a resource for housing, particularly low and moderate income. Steps need to be taken to modify local charters or state enabling laws to give public agencies the option of selling surplus land for less than fair market value when a public good, such as housing, is involved.

Facilitate Low and Moderate Income Housing

Speeding up the development review and approval process has been mentioned as one of the ways local government can help to facilitate the construction of low and moderate income housing. Delays in the approval process can mean thousands of dollars to a developer and could make or break the feasibility of a project. A number of actions can be taken by local government to work with, rather than against, developers of low and moderate income housing.

Local neighborhood reaction against assisted housing has become more active recently as cities have attempted to approve developments for low and moderate income housing. A concerted effort is needed to inform the public and dispel some of the misconceptions associated with low and moderate income housing.

POLICIES

1. Affordable housing for low and moderate income households not satisfied through the private market shall be provided by local government by:

- a. Maximizing the use of federal and state financial assistance programs, and

b. Creation of local programs which could provide financial assistance or increased incentives for constructing low and moderate income housing.

2. At least half of the funds generated from state and local programs for housing shall be targeted to households earning less than 80% of the county median income.

3. Provision of housing which is suitable for families with children shall be given high priority in housing assistance programs.

IMPLEMENTATION

1. Provide financial assistance for low and moderate income housing through the creation of a housing fund. Uses of the fund could include:

- a. Acquisition or leasing of housing sites,
- b. Construction of low and moderate income housing,
- c. Assistance in predevelopment costs, and
- d. Site and improvement costs. (Implementors: Cities, County)

2. Obtain revenue for the countywide housing fund through measures such as:

- a. The sale of parcels created through a density bonus program whereby developers can increase the number of parcels in a subdivision if one or more parcels are dedicated to the public agency,
- b. Housing and Community Development Block Grant funds,
- c. Special taxes from new commercial and industrial development implemented by voter approval in each city,
- d. Construction surcharges which could be levied with voter approval, and
- e. Tax increment revenues permitted under State law as a financing technique for redevelopment areas. (Implementors: Cities, County)

3. Develop as part of the areawide housing objectives an equitable distribution of low and moderate income housing units among the cities. (Implementors: Cities, County)

4. Authorize tax-exempt revenue bonds to assist in apartment construction, home financing and rehabilitation loans for low and moderate income households. (Implementors: County, Cities)

5. Utilize suitably located surplus publicly owned lands for low and moderate income housing through the sale or lease of such land to a government entity, nonprofit corporation or private developer with appropriate terms and conditions guaranteeing the use of such land for low and moderate income housing. (Implementors: County, Cities, Other Public Agencies)

6. Seek modifications in State and local enabling laws to give public agencies the option to sell or lease surplus publicly owned land for less than fair market value if such land is to be used for low and moderate income housing. (Implementors: County, City, State)

7. Amend the Housing and Community Development Act to allow use of HCD funds for the construction of low and moderate income housing. (Implementors: Congress)

8. Assist in the provision of low and moderate income housing through the utilization of federal and state funding programs by:

- a. Monitoring and updating information on federal and state funding programs for subsidized housing,
 - b. Providing technical assistance to cities and private and nonprofit developers in preparing applications to federal and state agencies for subsidized housing (Implementors: County, Cities, Private Developers, Community Organizations)
9. Facilitate construction of low and moderate income housing by:

- a. Waiving development and other fees for low and moderate income housing units,
- b. Providing priority processing for development proposals containing low and moderate income housing units, and
- c. Parallel processing of federal and state funded housing projects at the local level to coincide with the federal and state approval process. (Implementors: Cities)

10. Continue to give financial support and technical assistance to local nonprofit housing development corporations which are developing low and moderate income housing. (Implementors: Cities, County)

11. Work to create positive public attitudes toward assisted housing through informational efforts and recognition of exemplary design in assisted housing projects. (Implementors: Cities, County, Building Industry)

Preserving Existing Affordable Housing

Construction of new housing is not the only source of affordable housing. Efforts must be made to maintain the existing supply of affordable housing, particularly rentals.

Rent Increases

The high demand for housing has put increasing pressure on the existing supply of rental units. Apartments are still relatively more affordable than ownership units but rapid increases in rents and conversion of units to condominiums is diminishing that supply. The affordability and supply of rental housing have become a serious problem in many cities.

Some cities have taken action. San Jose imposed an ordinance in 1979 which limits increases to 8% a year with a procedure for additional increases commensurate with costs. Santa Clara, Los Gatos, Cupertino and Mountain View have also been trying to deal with the issue by forming committees of tenants and landlords to resolve disputes. Mountain View tenants attempted to pass a rent control ballot measure but failed.

2. The area in which they are located will not cause the permanent commitment of prime agricultural soil resources which in the absence of the new or expanded residential uses would be productively used for agriculture.

3. The area is planned for incorporation as a city, or if it is to remain unincorporated, it has a comprehensive plan for its services, including roads, water, waste disposal, drainage, fire protection, and police protection. The comprehensive service plan must be approved by the residents of the area and must include a workable mechanism for raising revenues to provide for all needed services and internalizing these costs to the area itself.

4. The creation or expansion of the residential area will not add to the jobs/housing imbalance and will not require excessive, long distance commuting to places of employment. Excessive commuting distance shall be considered to be over eleven miles to job centers unless there is access to public transportation.

5. The land must be suitable for septic tank use.

Densities

Densities shall not be greater than one unit per 2½ acres in any rural residential area. Lot sizes shall be compatible with the character and density of existing adjacent development, with constraints associated with the land and with environmental criteria. Clustering shall be encouraged.

Within boundaries of the areas designated Rural Residential, density shall be based on four findings:

1. That density not be greater than that which should be possible under the 2½ - 10 acre slope density formula, except that San Martin interim density shall not be greater than 20 acres.

2. That density applied to the whole project not be greater than the average density of developed parcels in the area.

3. That all applicable County ordinances can be met.

4. That there is a suitable building site and leachfield site for every parcel created and suitable road/driveway access to each parcel. (See the Detailed Land Use Policy section for "suitability" criteria).

San Martin

San Martin is a special case of Rural Residential. Interim policies shall be in place until a special Detailed Plan is complete.

Parcel sizes shall be 20 acre minimum.

(Detailed special Land Use Policies for San Martin are found in the Detailed Land Use Policy Section.)

East Foothills Within Sanitation District #2

The area Designated Rural Residential in the San Jose East Foothills which is within Sanitation District #2 should be included within San Jose's Urban Service Area.

(This policy was not brought to the General Plan Advisory Committee but was added by staff because it was a conclusion of the East Foothills joint County/San Jose Study.)

Special Detailed Plans

Special detailed plans for water systems, water quality, roads and other services may be required as a prerequisite for additional subdivision, development in selected areas and annexation to special districts. (See Constructed Environment Chapter, Section on Unincorporated Development.)

Other Land Uses

NEW ALMADEN HISTORIC AREA

A nationally registered historic area which shall be preserved under the provisions of the special Historic District applied to the area.

Lands belonging to a university, religious order, or private institution, used as a place of learning, an academic reserve for future university use, a seminary, or a research facility.

University Lands/Campus

Description: Lands currently developed for academic uses, with a full complement of activities and densities which give them an urban character.

Allowable Uses: Academic and academic related uses - instruction and research, faculty, staff and student housing and support services.

Development Policies: Urban services are the responsibility of the University.

University Lands/Academic Reserve and Open Space

Description: Lands available for future University needs but which currently have a rural character or use, or a low intensity academic use.

Allowable Uses: Academic and academic related uses - instruction and research, faculty, staff and student housing and support services. All uses shall be subject to review and use permit.

Development Policies: Provision of necessary services shall be the responsibility of the University. If needed later, suitable portions may be designated as "campus" and developed to campus type densities. Development would respect such key open spaces and important natural features as tree cover, watersheds, vegetation and wildlife habitats, historical and archeological sites and natural hazard areas. Any division of property must come to the County for approval.

Other Educational and Institutional Uses

Description: Colleges, astronomical observatories, seminaries, and private educational facilities.

Allowable uses and Development Policies: New or expanded facilities shall provide all services necessary for their operations and shall be compatible with the land uses in the area in which they are located.

MAJOR PUBLIC FACILITIES

County government centers, United States Government lands used for defense and space research installations, and other large scale governmental facilities.

COMMUNICATION AND UTILITIES

Description: Electric and gas substations or major distribution facilities, and concentrated sites for telecommunications facilities.

Allowable uses and Development Policies: Gas and electric power distribution facilities shall be governed by the Gas and Electric Utilities Element of the General Plan.

Sites for telecommunication equipment such as radio, television, microwave, and similar transmissions and relays shall be strictly controlled and limited so that:

- o the number of such facilities is kept to the lowest level consistent with the technology and need for such facilities.
- o sites will not be allowed to proliferate or to be scattered about the hills.
- o access roads, site design, and specific locations must not have an adverse visual or environmental impact.

TRANSPORTATION

Description: Airports, bus facilities, and storage yards for road maintenance.

Allowable Uses and Development Policies: New public transportation facilities shall be compatible with the land uses in the areas in which they are located, and shall be consistent with General Plan policies.

ROADSIDE SERVICES

Description: Private facilities and business serving the motoring public.

Allowable Uses: Restaurants, motels, recreational facilities, wine tasting rooms, farmers markets, gas stations, and similar uses serving motorists.

Development Policies: No new roadside service shall be approved which should appropriately be located within a city.

New or expanded roadside service shall be approved only if they will not be disruptive of the designated land uses in this Plan for adjacent lands.

QUARRIES

Development Policies: All quarries and mines are to have a plan for the rehabilitation of the property and the control of erosion from the operation.

No new quarries or mines shall be allowed in areas where their operations would be disruptive of other uses.

SOLID WASTE DISPOSAL SITES

Development Policies: Creation of new solid waste disposal sites is governed by the County Solid Waste Management Plan.

Once the use of a site for waste disposal has terminated, the site shall return to the general land use designation of the area in which it is located, however no past solid waste disposal site shall be used for construction of dwellings or structures for human occupancy.

INDUSTRIAL FACILITIES

Description: Major existing industrial facilities located in resource conservation areas.

Development Policies: At the termination of the present industrial use, the land shall revert to the resource conservation use designated for the area.

The Urban Area and The Urban Transition

1. Urban development should take place in cities. Unincorporated land within urban service areas should be annexed and development should conform to the city general plan.

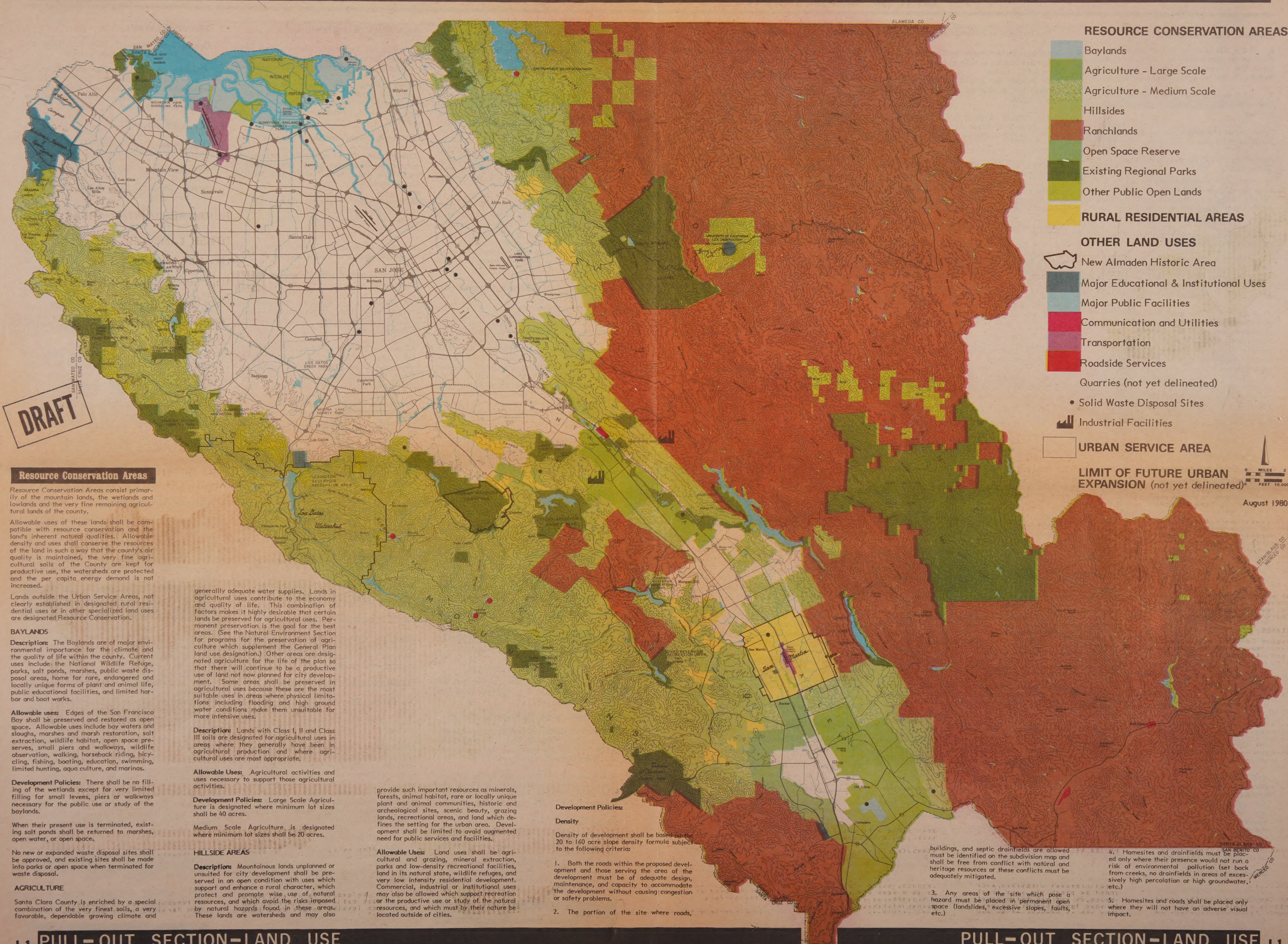
2. The County will allow urban development within urban service areas only if annexation has been denied by a city, no service expansion will be required to maintain existing levels of service, and the use and density proposed is determined to be compatible with city plans.

3. Urban service areas and new city incorporation should include only those areas which are reasonably serviceable, relatively hazard free, and without substantial predictable adverse environmental impact.

4. Lands unsuited for urban development shall not be annexed to cities or included in urban service areas. It is intended that a line be established through joint city/county effort, that will define the limit of future urban expansion. This line shall be based on the need to prevent the over development of hazardous lands and the need to protect the resources of the County. (See the Constructed Environment Chapter).

5. The County shall take special care to enhance and protect the lands and waters which will remain under County jurisdiction.

LAND USE PLAN FOR SANTA CLARA COUNTY



DRAFT

Resource Conservation Areas

Resource Conservation Areas consist primarily of the mountain lands, the wetlands and lowlands and the very fine remaining agricultural lands of the county.

Allowable uses of these lands shall be compatible with resource conservation and the land's inherent natural qualities. Allowable density and uses shall conserve the resources of the land in such a way that the county's air quality is maintained, the very fine agricultural soils of the County are kept for productive use, the watersheds are protected and the per capita energy demand is not increased.

Lands outside the Urban Service Areas, not clearly established in designated rural residential uses or in other specialized land uses are designated Resource Conservation.

BAYLANDS

Description: The Baylands are of major environmental importance for the climate and the quality of life within the county. Current uses include the National Wildlife Refuge, parks, salt ponds, marshes, public waste disposal areas, home for rare, endangered and locally unique forms of plant and animal life, public educational facilities, and limited harbor and boat works.

Allowable uses: Edges of the San Francisco Bay shall be preserved and restored as open space. Allowable uses include bay waters and sloughs, marshes and marsh restoration, salt extraction, wildlife habitat, open space preserves, small piers and walkways, wildlife observation, walking, horseback riding, bicycling, fishing, boating, education, swimming, limited hunting, aqua culture, and marinas.

Development Policies: There shall be no filling of the wetlands except for very limited filling for small levees, piers or walkways necessary for the public use or study of the baylands.

When their present use is terminated, existing salt ponds shall be returned to marshes, open water, or open space.

No new or expanded waste disposal sites shall be approved, and existing sites shall be made into parks or open space when terminated for waste disposal.

AGRICULTURE

Santa Clara County is enriched by a special combination of the very finest soils, a very favorable, dependable growing climate and

generally adequate water supplies. Lands in agricultural uses contribute to the economy and quality of life. This combination of factors makes it highly desirable that certain lands be preserved for agricultural uses. Permanent preservation is the goal for the best areas. (See the Natural Environment Section for programs for the preservation of agriculture which supplement the General Plan land use designation.) Other areas are designated agriculture for the life of the plan so that there will continue to be a productive use of land not now planned for city development. Some areas shall be preserved in agricultural uses because these are the most suitable uses in areas where physical limitations including flooding and high ground water conditions make them unsuitable for more intensive uses.

Description: Lands with Class I, II and Class III soils are designated for agricultural uses in areas where they generally have been in agricultural production and where agricultural uses are most appropriate.

Allowable Uses: Agricultural activities and uses necessary to support those agricultural activities.

Development Policies: Large Scale Agriculture is designated where minimum lot sizes shall be 40 acres.

Medium Scale Agriculture is designated where minimum lot sizes shall be 20 acres.

HILLSIDE AREAS

Description: Mountainous lands unsuitable for city development shall be preserved in an open condition with uses which support and enhance a rural character, which protect and promote wise use of natural resources, and which avoid the risks imposed by natural hazards found in these areas. These lands are watersheds and may also

provide such important resources as minerals, forests, animal habitat, rare or locally unique plant and animal communities, historic and archeological sites, scenic beauty, grazing lands, recreational areas, and land which defines the setting for the urban area. Development shall be limited to avoid augmented need for public services and facilities.

Allowable Uses: Land uses shall be agricultural and grazing, mineral extraction, parks and low-density recreational facilities, land in its natural state, wildlife refuges, and very low intensity residential development. Commercial, industrial or institutional uses may also be allowed which support recreation or the productive use or study of the natural resources, and which must by their nature be located outside of cities.

Development Policies

Density

Density of development shall be based on the 20 to 160 acre slope density formula subject to the following criteria:

1. Both the roads within the proposed development and those serving the area of the development must be of adequate design, maintenance, and capacity to accommodate the development without causing congestion or safety problems.
2. The portion of the site where roads,

buildings, and septic drainfields are allowed must be identified on the subdivision map and shall be free from conflict with natural and heritage resources or these conflicts must be adequately mitigated.

3. Any areas of the site which pose a hazard must be placed in permanent open space (landslides, excessive slopes, faults, etc.)

4. Homesites and drainfields must be placed only where their presence would not run a risk of environmental pollution (set back from creeks, no drainfields in areas of excessively high percolation or high groundwater, etc.)

5. Homesites and roads shall be placed only where they will not have an adverse visual impact.

The Baylands

South San Francisco Bay is a scenic and recreation resource which has not always been fully appreciated. Access to the Bay is difficult except in one or two places. The Baylands have been used for dumping of sewage and garbage. Its large expanses of tidal flats are seen by some as unsightly mud. Yet, the Baylands are a unique and stimulating environment, teeming with wildlife and enjoyable in many ways. They are our County's only frontage on salt water.

Shoreline recreation should be accommodated in ways compatible with maintaining the natural habitat. The outer shore should be kept for those activities which can take place only there: enjoyment of the open water, the birds and wildlife, and boating on the open bay and the sloughs. Back from the shore there can be picnic areas and open meadows for unstructured play. Farther back yet can be areas developed for active sport -- golf courses, play fields.

PROPOSALS OF THE PLAN

1. PALO ALTO YACHT HARBOR. Existing; developed. Managed by County Parks and Recreation Department under lease from the City of Palo Alto. Has capacity of 108 berths. Adjoins Palo Alto Interpretive Center with its boardwalks to the Bay over marsh areas for wildlife observation 92 acres.
2. PALO ALTO FLOOD BASIN. Existing. A valuable upland meadow area used by wildlife for nesting and resting. Owned by the City of Palo Alto as a flood control basin, it is a wetland in the rainy season, but is a dry meadow area most of the year. It should be preserved in its natural state so far as is consistent with flood control requirements. 600 acres.
3. CHARLESTON SLOUGH WILDLIFE PRESERVE. Existing. A tidal slough and wet marsh teeming with a variety of wildlife. It is a favorite habitat for Egrets, the Great Blue Heron, and a myriad of shore birds. Managed by the City of Mountain View 51 acres.
4. SHORELINE PARK. Proposed. The immediate shoreline of the Bay should be acquired for public access and enjoyment. Recreation development would be consistent with the protection of the area's natural resources and maintenance of water surface areas of the Bay and adjacent salt ponds. Trail links with Mountain View Shoreline Park and the Stevens Creek Park Chain should be considered.
5. MOUNTAIN VIEW SHORELINE PARK. Existing; partially developed. A baylands park planned for a variety of recreation facilities including a sailing basin, a golf course, and playfields. Acquired and developed jointly by the City of Mountain View and Santa Clara County. 550 acres.
6. SUNNYVALE - SANTA CLARA BAYLANDS PARK. Existing; undeveloped. Part of the area is owned by the City of Sunnyvale and is being reserved under agreement with the County for later use as a regional park. Can be developed for intensive recreation activity as a Baylands Park. 280 acres.
7. SANTA CLARA VALLEY FLOOR PARK. Proposed. Site is partly owned by the City of Santa Clara for initial use as a solid waste disposal site. Low-lying flat lands along the Guadalupe River could be intensively developed and would be a major feature of the Guadalupe Streamside Park Chain.
8. ALVISO MARINA COUNTY PARK. Existing; developed. Has berths and a launching ramp, as a first stage of development. Needs further development. 30 acres.
9. SAN FRANCISCO BAY NATIONAL WILDLIFE REFUGE. Existing. The refuge includes portions of Santa Clara, Alameda, and San Mateo counties. Within the refuge are waters of the Bay, salt ponds, marshes,

and upland areas. Located along the Pacific Freeway, the refuge provides feeding, resting and nesting areas for hundreds of thousands of birds and other wildlife, including several rare and endangered species. An environmental education facility is located in Alviso. Trails, wildlife observation blinds, and other facilities for recreation use are planned.

Reservoirs

Nestled in the folds of the hills surrounding Santa Clara County are clusters of water conservation lakes. In a semiarid country, these sizable bodies of water are refreshing and exciting to come upon. A benefit perhaps as important as the water these lakes conserve is the recreation opportunity they afford. Managed for recreational use by the County Parks Department, these lakes are heavily used for all kinds of water activities.

PROPOSALS OF THE PLAN

10. STEVENS CREEK COUNTY PARK. Existing; developed. Includes Stevens Creek Reservoir. Popular for swimming, fishing, boating and picnicking. Proposed expansion along Stevens Creek to link with Upper Stevens Creek County Park. 777 acres.
11. VASONA LAKE COUNTY PARK. Existing; developed. Perhaps the County's most popular park. Offers fishing, sail boating, row boating, canoeing, picnicking, and miniature train rides. Large lawn areas for unstructured play. 151 acres.
12. LEXINGTON RESERVOIR COUNTY PARK. Existing; partially developed. Popular in spring and early summer for fishing, motor boating, water skiing. Needs more public land for development of recreation facilities. 844 acres.
13. GUADALUPE RESERVOIR COUNTY PARK. Existing; undeveloped. Steep shoreline limits its recreational usefulness. Can be used for boating and fishing, if stocked. 107 acres.
14. ALMADEN RESERVOIR COUNTY PARK. Existing; undeveloped. A small reservoir suitable for boating and fishing. 112 acres.
15. CALERO RESERVOIR COUNTY PARK. Existing; partially developed. A large reservoir suitable for power boating and all water sports. May be enlarged to store imported water. Would then have a constant level for year-round recreation use. 2,284 acres.
16. CHESBRO RESERVOIR COUNTY PARK. Existing; undeveloped. This reservoir may be expanded. Reserved for sailing, rowing, and canoeing. Popular for fishing. 528 acres.
17. UVAS RESERVOIR COUNTY PARK. Existing; partially developed. Limited to nonpower boating. Popular for fishing when stocked. Can be a key feature of the Uvas Creek Park Chain. 639 acres.
18. PACHECO RESERVOIR PARK. Proposed. If it is determined that a reservoir can be built here, as proposed, without adverse ecological impact, provision should be made for recreational use.
19. NORTH FORK PACHECO RESERVOIR PARK. Proposed. This reservoir, administered by the Pacheco Pass Water District, should be stocked with fish and opened for recreation.
20. CANADA DE LOS OSOS RESERVOIR PARK. Proposed. If a reservoir can be built here as proposed without adverse ecological impact, it should be utilized for recreation. Plans foresee two reservoirs, one on Coyote Creek for flood control, and a smaller reservoir on de los Osos Creek for recreation purposes. The latter would have a constant water level.
21. COYOTE RESERVOIR COUNTY PARK. Existing; partially developed. A large reservoir suitable for all water sports, including fishing, power boating and water skiing. In-

cludes flat land along the western shore. Picnicking, camping and hiking. 760 acres.

22. ANDERSON LAKE COUNTY PARK. Existing; undeveloped. This park when developed will make an excellent base for the enjoyment of this large reservoir, which offers all kinds of water recreation. 2,031 acres, including 383 park acres.

23. CUNNINGHAM LAKE PARK. Existing; being developed. Will include a 50-acre lake, a boat-marina, swimming lagoon, fishing pier, picnic areas, and play areas. City of San Jose. 204 acres.

24. CALAVERAS RESERVOIR PARK AND ECOLOGICAL PRESERVE. Proposed. Reservoir and adjacent land owned by San Francisco Water Department. Proposed recreational use, through an agreement with the County of Santa Clara, would include picnicking, row boating, fishing on the reservoir and its close-in shoreline. Watershed areas would be kept as an ecological preserve.



Foothills and Mountains

The foothills and mountains which surround the Santa Clara Valley are major scenic and recreation resources. Although located close to the urbanized valley floor, they retain much of their natural, unspoiled beauty and provide County residents opportunities for recreation in natural settings just a few minutes drive from their homes.

Recreation development of foothill and mountain parks should be compatible with simple outdoor living and maintenance of the natural character of these rural settings.

PROPOSALS OF THE PLAN

25. PALO ALTO FOOTHILLS PARK. Existing; developed. Open only to Palo Alto citizens and guests. 1,400 acres.
26. HIDDEN VALLEY PARK. Proposed. A flat valley at the foot of steep canyons and heavily forested ridges at the headwaters of Adobe Creek.
27. RANCHO SAN ANTONIO PARK. Existing; partially developed. A picturesque secluded valley with tremendous oak trees. Adjacent to Midpeninsula Regional Open Space District land. 132 acres.
28. SKYLINE SCENIC RECREATION ROUTE. Partly existing. This scenic road along the crest of the Santa Cruz Mountains needs protection as an important scenic resource by careful zoning controls. Acquisition of key park lands fronting on the road can assure protection of the roadway as well as offer recreation opportunities. Vista points and roadside rests should be developed along the way. Main trunk trails and loop trails through nearby parks can offer a variety of hiking and riding possibilities. The Skyline concept encompasses 100 miles of existing and proposed roadway between the Golden Gate Bridge in San Francisco to the Pajaro River at the southerly boundary of Santa Clara County.
29. UPPER STEVENS CREEK COUNTY PARK. Existing; undeveloped. A rugged wilderness area at the headwaters of Stevens Creek. Should be extended for additional frontage on Skyline Boulevard. 1,200 acres.

RESOURCES AND OPPORTUNITIES

30. CASTLE ROCK STATE PARK. Existing state park within Santa Cruz County; partially developed. A wilderness park being acquired in memory of Mr. Russell Varian, pioneer electronics inventor and manufacturer. Linked by trails to Big Basin State Park and the San Mateo Coast. About half of the eventual 2,200 acres have been acquired. Shown on the plan because of its close relationship to Sanborn-Skyline Park and the Skyline Scenic Recreation Route.

31. SANBORN-SKYLINE COUNTY PARK. Existing; Partially developed. A mountain park with family and group picnic areas, walk-in family campsites, and hiking trails through the redwoods. 1,756 acres.

32. VILLA MONTALVO COUNTY ARBORETUM. Existing; developed. This large estate in the hills near Saratoga was once the home of Senator James Phelan. Paths lead visitors through gardens containing a great variety of trees and plants and through natural forested areas. The buildings and the cultural programs are administered by the Villa Montalvo Association. 178 acres.

33. BEAR CREEK REDWOODS PARK. Proposed. A proposed addition to the state park system, this site located near Lexington Reservoir contains large stands of redwoods.

34. ALMADEN QUICKSILVER COUNTY PARK. Existing; partially developed. The Hacienda (village) of New Almaden and its adjacent quicksilver mine are valuable links with Santa Clara County's past and deserve careful protection. Much of the park lies within a National Historic Landmark District. Development of the park will occur in accordance with a plan which protects the site's heritage resources. 3,570 acres.

35. SANTA TERESA COUNTY PARK. Existing; developed. Has 18-hole golf course, picnic area, small fishing pond for children, archery range, riding and hiking trails. Adjoining private stables. Expansion of park area proposed. 1,006 acres.

36. FOREST OF NISENE MARKS STATE PARK. Existing. A wilderness type park with a backpack camp and trails. Shown on Plan due to its proximity to proposed Skyline Scenic Recreation Route. 9,870 acres.

37. UVAS CANYON COUNTY PARK. Existing; developed. Park includes Swanson Creek, with its cascading waterfalls. Has picnic and camp sites. Additional frontage on the Skyline Scenic Recreation Route is proposed. 982 acres.

38. MT. MADONNA COUNTY PARK. Existing; developed. Cool groves of redwoods and stands of giant madrones characterize this beautiful park. Picnicking, camping, hiking. Has fishing pond reserved for children. 3,039 acres.

39. CASTRO VALLEY PARK. Proposed. Beautiful intermountain valley with huge oak trees and expansive pastures. A potential park site if needed in the long range future.

40. HENRY W. COE MEMORIAL STATE PARK. Existing; partly developed. Rolling range land, steep mountain slopes, and a system of streams in the upper watershed of Coyote Creek and its tributaries. A gift to the County in memory of Henry W. Coe, pioneer cattleman, the park was turned over to the state. At park headquarters there is a museum containing mementoes of early day western cattle ranching. Has a few picnic and camping sites at the roadhead. Trails lead to a vast wilderness area open to hikers, backpackers, and horsemen. 32,000 acres.

41. DIABLO RANGE WILDERNESS PARK. Partly existing; undeveloped. The County of Santa Clara is cooperating with the Federal Bureau of Land Management to consolidate 7,000 acres of B.L.M. land in the County into a block of land contiguous with Coe State Park to create with Coe a large wilderness park. Would have many miles of back-country trails for exploration by backpackers or horsemen.

42. SAN ANTONIO VALLEY PARK. Proposed. Remote valley near the eastern boundary of the County. Has wild flowers in profusion in the spring; is hot and dry in summer.

43. FIELD SPORTS COUNTY PARK. Existing. Special recreation facilities appealing to sportsmen are available. Includes rifle, pistol, skeet and trap shooting ranges. 99 acres.

44. MOTORCYCLE COUNTY PARK. Existing; partially developed. Dirt trails provided for off-road motorcycle riding. 230 acres.

45. SAN FELIPE VALLEY PARK. Proposed. Beautiful intermountain valley. Accessible from the Evergreen Valley.

46. J. D. GRANT COUNTY PARK. Existing; partially developed. Picturesque intermountain valley in the Diablo Range. Has flat land easily developed for recreation. Includes picnicking, hiking, horseback riding, nature study, fishing. 9,522 acres.

47. ALUM ROCK PARK. Existing; developed. Owned and operated by the City of San Jose. 776 acres.

48. ED LEVIN COUNTY PARK. Existing; partially developed. Picnicking, riding, hiking, boating, and golf. 1,544 acres.

Streamsides

The streamsides of Santa Clara County are rich in beauty and recreation opportunity. The streamsides should be utilized to the fullest for their open space and recreation potential. If left in their natural state, they can give welcome relief to the buildings and pavements of the urban development which has filled most of the valley.

Streams offer the possibility of walking, riding or bicycling on bankside trails in a natural setting, safe from traffic. Some have potential for development as Streamside Park Chains -- a necklace of parks strung along a continuous streamside trail system.



PROPOSALS OF THE PLAN

49. STEVENS CREEK PARK CHAIN. Partly existing; undeveloped. City of Mountain View owns 50 acres in a strip between Stevens Freeway and Stevens Creek running from El Camino Real south to Fremont Avenue. County of Santa Clara owns park land along the creek south of Stevens Creek Boulevard. Complete creekside trail continuity has been precluded by subdivision development between Fremont Avenue and Stevens Creek Boulevard.

50. SARATOGA CREEK PARK CHAIN. Proposed. The many native sycamores along the creek make it one of our most attractive. Trails should be provided where not precluded by subdivision development. There is considerable publicly owned land between the creek and Lawrence Expressway suitable for a linear park.

51. LOS GATOS CREEK PARK. Partly existing. Connects by trail with Lexington Reservoir County Park, Vasona Lake County Park, and 80 acres of percolation ponds. The trail system is a joint project of the County, the City of Campbell, the Town of Los Gatos and the Santa Clara Valley Water District.

52. GUADALUPE RIVER PARK CHAIN. Proposed. Continuous trails for hiking and bicycling should be provided. Key features along the chain: Percolation ponds in the upper Almaden Valley; Park of the Guadalupe in downtown San Jose; City of San Jose-County Civic Center area; Santa Clara Valley Floor Park.

53. COYOTE CREEK PARK CHAIN. Partly existing; additions proposed. Proposed to have continuous trails from Anderson Reservoir to San Francisco Bay, with trail connection to Coe State Park. Would link various existing parks, including the County's Hellyer Park and San Jose's Kelley, William Street, and Watson Parks. Currently has a seven-mile paved bicycle path and equestrian trail extending southward from Hellyer Park. A joint project of the City of San Jose, County of Santa Clara, and the Santa Clara Valley Water District.

54. PENITENCIA CREEK PARK CHAIN. Partly existing; additions proposed. Would make use of percolation ponds owned by Santa Clara Valley Water District. A joint project with the City of San Jose, Santa Clara Valley Water District, school districts, and Santa Clara County.

55. LOS ALAMITOS - CALERO PARK CHAIN. Partly existing. Being developed jointly by the City of San Jose and the Santa Clara Valley Water District. Flood control acquisitions on the basis of the limited flood plain concept are in progress. In some stretches the City of San Jose has worked with developers to acquire trail easements along the creek.

56. LLAGAS CREEK PARK CHAIN. Proposed. This stream's park chain potential will become more important as the South County grows. Flood control projects or urban development along the creek should be required to leave the creek in a natural state and provide for trails. Features of the park chain would include: an attractive little intermountain valley in the upper reaches of the creek along Casa Loma Road and Uvas Road and Chesbro Reservoir.

57. UVAS CREEK PARK CHAIN. Proposed. This beautiful South County stream should be protected as a park chain in advance of urbanization. Features of the chain include Uvas Reservoir and Gilroy's 29-acre Christmas Hill Park.

58. LITTLE ARTHUR CREEK PARK. Partially existing; undeveloped. One of the County's most beautiful intermountain valleys. Its gentle, streamside terrain complements nearby Mt. Madonna Park, where rugged terrain limits development potential. 17 acres.

59. PAJARO RIVER PARK CHAIN. Proposed. Any development proposals along the Pajaro should provide for maintenance of the natural quality of the stream and for trailways.

60. PACHECO CREEK PARK CHAIN. Proposed. Sycamore lined stream running through a narrow valley ringed with mountains. Picnicking and camping facilities along the creek would have great attraction for travelers using the parallel Pacheco Pass Highway (Route 152). Improvement of this highway should be carefully planned to preserve the natural beauty of the area and complement its recreation potential.

Other Resources

61. HERITAGE RESOURCES. Heritage resources must be protected if they are to survive for future generations. Heritage resource acquisition, preservation, restoration, and interpretation projects eligible for funding are identified in the "Santa Clara County Heritage Resources Inventory" adopted by the Board of Supervisors.

REGIONAL PARKS, TRAILS, AND SCENIC HIGHWAYS PLAN FOR SANTA CLARA COUNTY





IMPLEMENTATION

1. Implement programs to make better use of the existing bus fleet including:

a. Reassigning buses from less heavily used routes to more heavily used ones.

b. Increasing the number of express bus routes.

(Implementors: Santa Clara County Transit District)

2. Provide a minimum of 250 additional transit buses in Santa Clara County by 1990.
(Implementors: Federal Government, State, Metropolitan Transportation District (MTC), Santa Clara County Transit District)

3. Replace or retrofit existing transit vehicles to make all transit vehicles fully accessible to the physically handicapped.
(Implementors: Federal Government, State, MTC, Santa Clara County Transit District)

4. Develop agreements to allow free transfers or reduced fare transfers between the various public transit systems in the Bay Area.
(Implementors: Federal Government, State, MTC, Santa Clara County Transit District)

5. Encourage and facilitate employee use of public transit by:

a. Distributing transit route and schedule information to employees,

b. Establishing company outlets for the sale of transit passes,

c. Purchasing transit passes in quantities and providing them to employees at a discount,

d. Providing connecting shuttle buses or vans between company parking lots and express bus stops or commuter train stations,

e. Providing shuttle buses or vans to local eating and shopping areas during the lunch hour,

f. Designing and locating company buildings to provide for convenient access to public transit routes and stops,

g. Imposing parking fees on employee parking lots, and

h. Examining parking lot requirements in local zoning ordinances to insure that they do not encourage auto usage.

(Implementors: Private Industry, Cities, County)

6. Build transit facilities, such as:

a. Passenger waiting shelters,

b. Major transit transfer stations,

c. Park and ride facilities, and

d. Bicycle storage facilities at major transit stops

(Implementors: Federal Government, State, MTC, Santa Clara County Transit District)

7. Upgrade Southern Pacific rail service between San Jose and San Francisco.

(Implementors: Federal Government, State, MTC, Southern Pacific Railroad, Santa Clara County Transit District)

8. Proceed with development of public transit facilities in the Guadalupe Corridor.
(Implementors: Federal Government, State, MTC, Santa Clara County Transit District)



FOR SANTA CLARA COUNTY

Bikeways & Pedestrian Paths

POLICIES

1. Bicycling and walking shall be encouraged and facilitated as energy conserving, non-polluting alternatives to automobile travel.
2. A bicycle transit system should be provided which will provide for the travel needs of bicyclists.

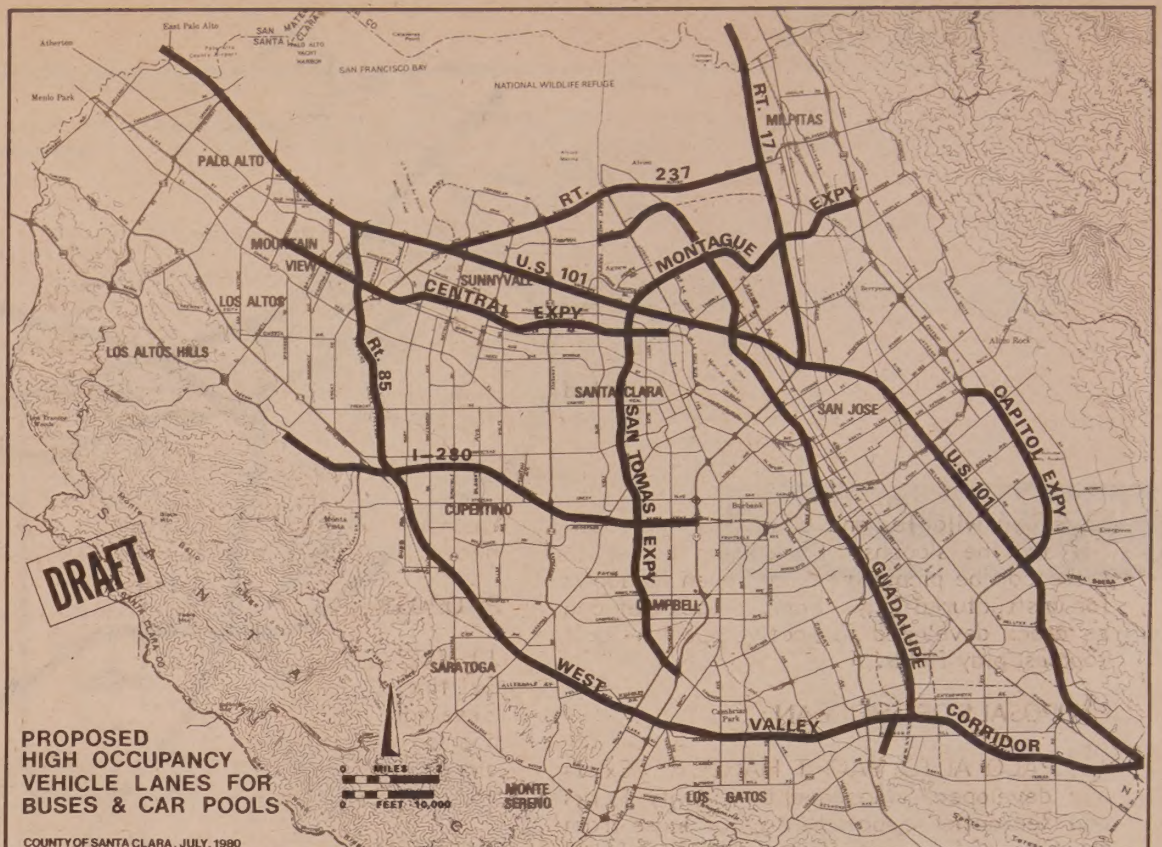
IMPLEMENTATION

1. Maintain and improve the width and quality of the surface of the right-hand portion of the existing roads so that they are suitable for bicycle travel, regardless of whether or not bikeways are designated.
(Implementors: County, Cities, CalTrans)
2. Provide bicycle storage facilities at employment sites and at public transit stations.
(Implementors: Private Industry, County, Cities, Southern Pacific)
3. Design all future roads, bridges, and transit vehicles and facilities to accommodate non-motorized travel.
(Implementors: Federal Department of Transportation, CALTRANS, County, Cities)
4. Publish a map indicating existing county-wide bikeway routes.
(Implementors: County, Cities)
5. Develop and implement an integrated, countywide bikeways plan and action program.
(Implementors: County, Cities,)

An Integrated Transportation System

POLICIES

1. A balanced and integrated transportation



system should be provided, which will allow for alternative means of travel and opportunities for transfer between alternative means.

2. The local transportation system should be coordinated and integrated into the regional transportation system.

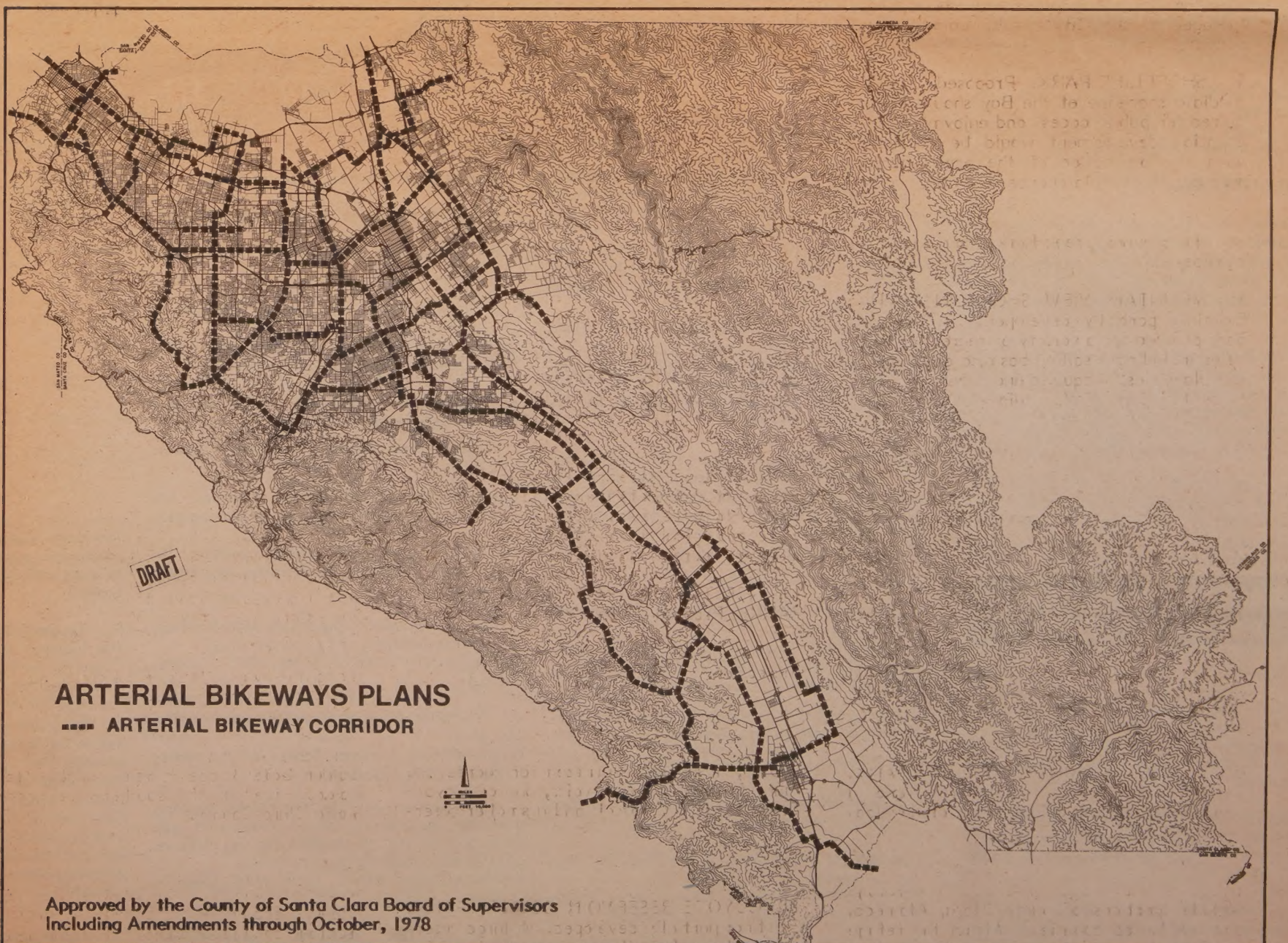
IMPLEMENTATION

1. Examine plans for street and highway improvements, commuter rail service, transit routes and arterial bikeways to determine whether they are consistent and compatible with one another.
(Implementors: County, Cities, Santa Clara County Transit District)

2. Improve traffic capacity and flow on arterial streets.
(Implementors: County, Cities)

3. Provide feeder bus service to connect with commuter rail stations. (See implementing actions to encourage and facilitate employees' use of public transit in transit policies section).
(Implementors: Santa Clara County Transit District, Private Industry)

4. Coordinate local transportation planning with transportation planning of adjoining counties and with regional and state transportation agencies.
(Implementors: State, MTC, County, Cities)



TRANSPORTATION PLAN FOR SANTA CLARA COUNTY

Transportation, Land Use and the Environment

POLICIES

1. The transportation system shall be designed and implemented to help achieve environmental goals and policies, particularly related to energy conservation, land use, and the reduction of air and noise pollution. All transportation improvements shall have a positive net impact on the environment.
2. The amount, location and timing of future urban development should be consistent with the capacity of the transportation system. The following objectives should be pursued:
 - a. Reduce the rate and total amount of industrial and commercial growth in the northern portions of the County.
 - b. Reduce the growth of long distance commuting through land use patterns that move jobs and housing closer together (such as more jobs in South San Jose).
 - c. Stage urban development based on the capacity of and funded facility improvements to the transportation system
3. Options for future transportation facilities within planned transportation corridors should be preserved.
4. Land use designations and actions in the right-of-way of needed transportation improvements shall seek to preserve such routes for future transportation use.

IMPLEMENTATION

1. Review specific transportation improvement projects to ensure that they are consistent with County land use, energy, health, and environmental policies.
(Implementors: Federal Government, State, County, Cities)
2. Reevaluate local land use plans to ensure that future growth provided for in those plans can be accommodated by proposed transportation improvements which have a reasonable likelihood of being funded by 1990.
(Implementors: County, Cities)
3. Purchase privately owned lands in rights-of-way of undeveloped transportation corridors identified on the County's Transportation Plan map.
(Implementors: State, County, Cities)

Freeways, Expressways, and Arterial Streets

POLICIES

1. Existing transportation facilities should be made more efficient through low cost improvements, increased number of people per vehicle, and measures which reduce peak hour traffic.
2. Highest priority for funding highway improvements should be given to those projects which serve circulation needs within Santa Clara County.
3. The minimum overall performance of city streets, county roads and expressways and state highways at peak travel periods should be no worse than a level of service "D".

IMPLEMENTATION

1. Deny approval to development proposals if existing levels of traffic congestion at peak travel periods in the vicinity of the proposed project exceed congestion level "D" or if the proposed project would create congestion at peak periods worse than level "D" on nearby streets or highways. Such projects may be approved:
 - a. If mitigation measures specified by the agency issuing building permits are implemented by the developer to maintain roadway performance at a service level "D" at peak travel periods on city or county streets.
 - b. If the developer implements "reasonable" mitigation measures to offset increases in traffic congestion created by the project in cases where state highways are affected.
(Implementors: Cities, County)
2. Promote and facilitate carpooling and vanpooling.
(Implementors: State, Metropolitan Transportation Commission (MTC), County, Cities, Private Industry)
3. Implement incentives to encourage carpooling and vanpooling such as:
 - a. Preferential carpool parking,
 - b. Multiple occupancy vehicle lanes in congested areas, and
 - c. Special access lanes on metered freeway on-ramps.
(Implementors: Federal Government, State, MTC, County, Cities, Private Industry)
4. Implement disincentives to the use of the automobile, particularly in congested areas, such as:

- a. Auto-free zones,
 - b. Increased long term parking rates,
 - c. Traffic signals to inhibit through traffic,
 - d. Parking fees in employee parking lots, and
 - e. Reduction in the number of parking spaces.
(Implementors: Federal Government, State, MTC, County, Cities, Private Industry)
5. Implement techniques which increase highway efficiency, including:
 - a. Designation of high occupancy vehicle lanes,
 - b. Construction of special freeway on-ramps for buses, carpools, and vanpools,
 - c. Traffic signal preemption systems for transit vehicles on freeway on-ramps, and
 - d. A coordinated program of signalization, channelization, and ramp metering
(Implementors: Federal, State, MTC, County, Cities)
 6. Establish staggered work hours and allow flex time.
(Implementors: Federal, State, MTC, County, Cities, Private Industry)
 7. Seek agreement that the limited funding available for major road improvements will be allocated first to projects serving internal circulation needs within the county.
(Implementors: Federal, State, MTC, County, Cities)
 8. Amend the regional Transportation Improvement Plan to make additional lanes on Highway 17 between Highway 101 and Alameda County a low priority. If additional

lanes are added, they should be designated as multiple occupancy vehicle lanes.
(Implementors: Federal, State, MTC, County, Cities)

9. Support legislation to provide funding for the highway improvements identified in the County's General Plan.
(Implementors: Federal, State, MTC, County, Cities)

10. Establish a tax on new commercial and industrial development to generate sufficient revenue to pay for the transportation improvements needed to alleviate the congestion created by job growth. Revenue generated by such a program should be pooled on a countywide basis and allocated for highway and transit system improvements.
(Implementors: Federal, State, MTC, County, Cities)

11. Implement programs to consolidate roadway services, such as maintenance, provided:

- a. Cost savings will occur,

- b. Local control of planning is maintained, and
- c. There is no loss in level of service.
(Implementors: Santa Clara County Transit District, MTC, State)

Public Transit

POLICIES

1. The county's bus system shall be expanded as rapidly as funding allows.
2. The service level of existing transit routes shall be maintained and improved before new routes are added.
3. Expansion of the bus system shall emphasize express bus service to downtown San Jose, express bus service from residential areas in San Jose to major employment centers, feeder buses to Southern Pacific stations, and regional bus connections with BART.
4. The transit system shall be planned and

FREEWAYS

- EXISTING
- PROPOSED
- New Facility
- Additional Lanes
- Upgrade to Freeway
- Interchange

EXPRESSWAYS

- EXISTING
- PROPOSED
- Additional Lanes
- Interchange

- ***** RIGHT OF WAY PRESERVATION
- OPERATIONAL IMPROVEMENTS

COUNTY OF SANTA CLARA, JULY, 1980



DRAFT

Bikeways & Pedestrian Paths

POLICIES

1. Bicycling and walking shall be encouraged and facilitated as energy conserving, non-polluting alternatives to automobile travel.

2. A bicycle transit system should be provided which will provide for the travel needs of bicyclists.

IMPLEMENTATION

1. Maintain and improve the width and quality of the surface of the right-hand portion of the existing roads so that they are suitable for bicycle travel, regardless of whether or not bikeways are designated.
(Implementors: County, Cities, CalTrans)

2. Provide bicycle storage facilities at employment sites and at public transit stations.
(Implementors: Private Industry, County, Cities, Southern Pacific)

3. Design all future roads, bridges, and transit vehicles and facilities to accommodate non-motorized travel.
(Implementors: Federal Department of Transportation, CALTRANS, County, Cities)

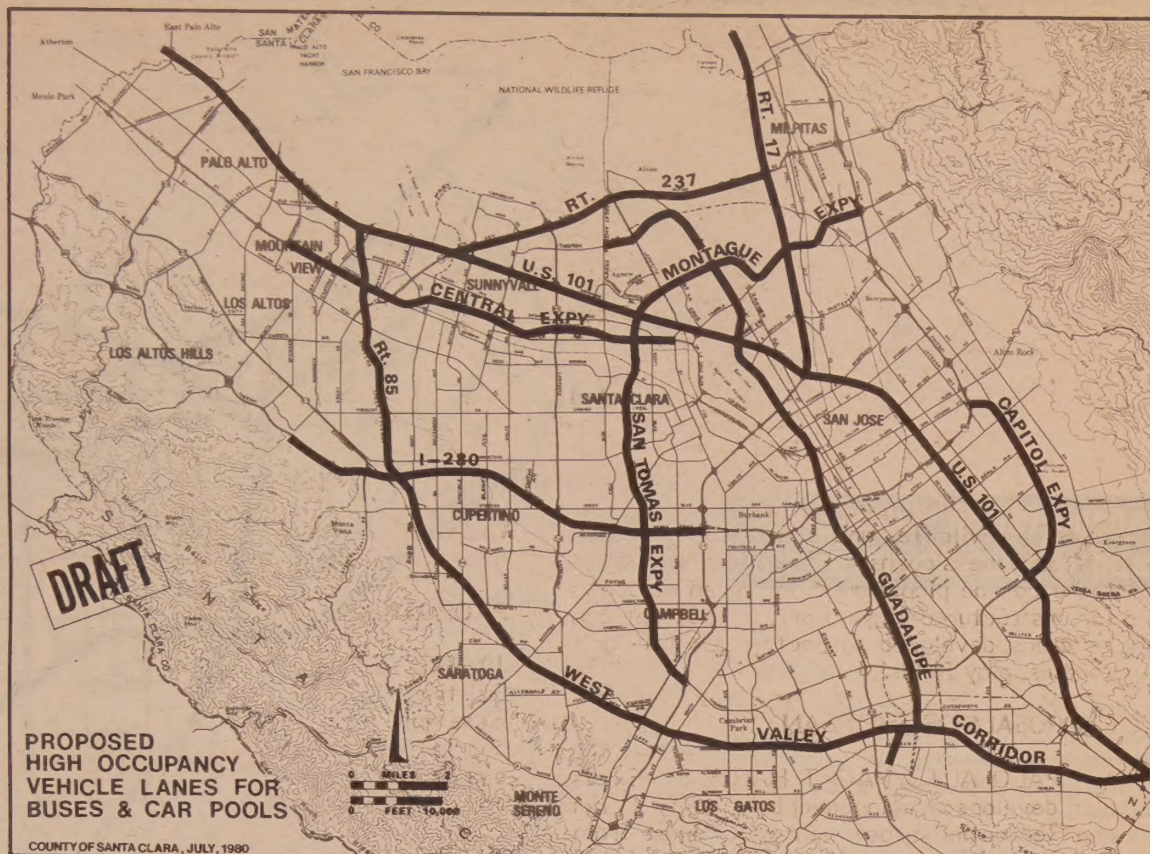
4. Publish a map indicating existing county-wide bikeway routes.
(Implementors: County, Cities)

5. Develop and implement an integrated, countywide bikeways plan and action program.
(Implementors: County, Cities,)

An Integrated Transportation System

POLICIES

1. A balanced and integrated transportation



system should be provided, which will allow for alternative means of travel and opportunities for transfer between alternative means.

2. The local transportation system should be coordinated and integrated into the regional transportation system.

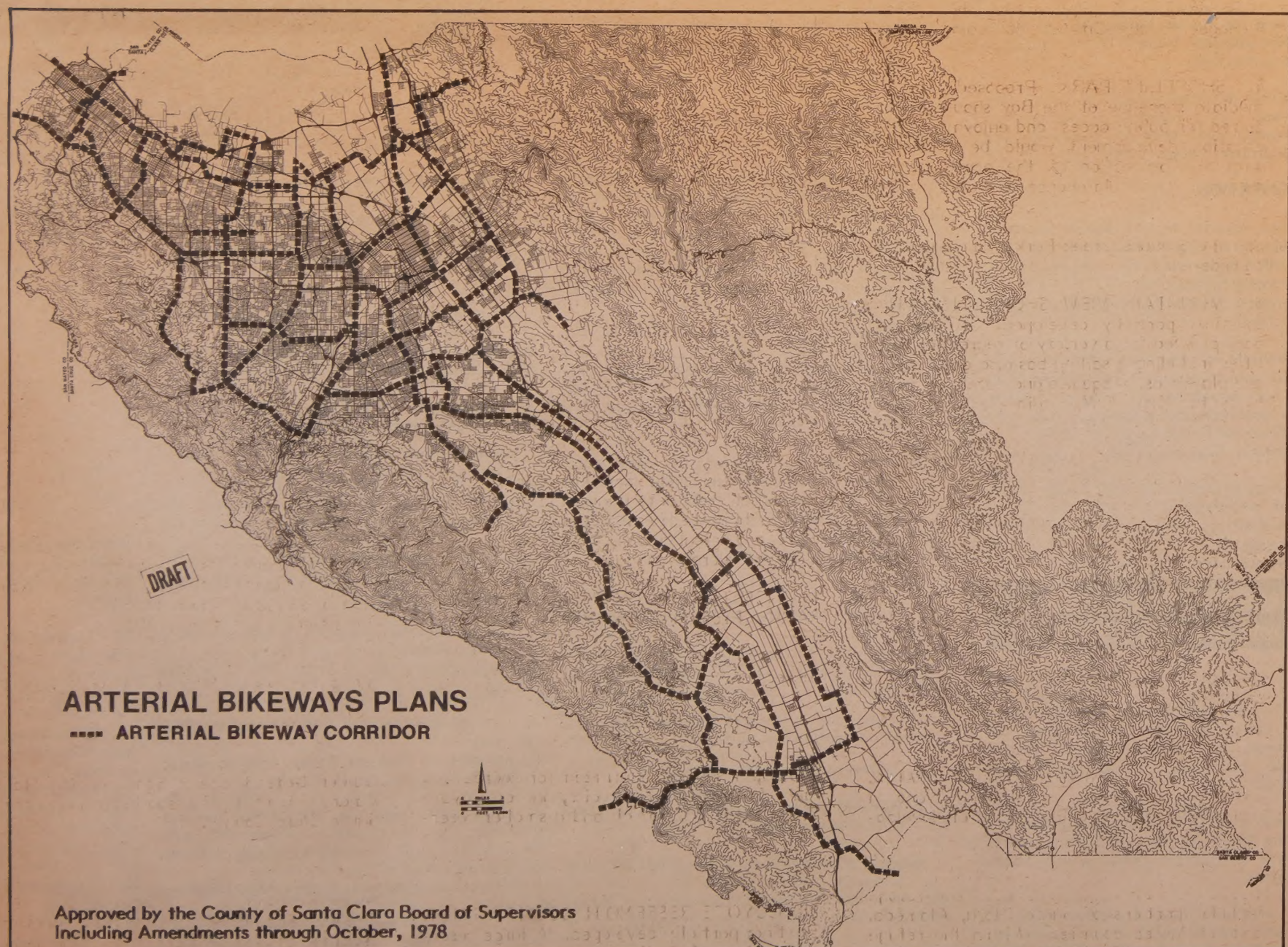
IMPLEMENTATION

1. Examine plans for street and highway improvements, commuter rail service, transit routes and arterial bikeways to determine whether they are consistent and compatible with one another.
(Implementors: (County, Cities, Santa Clara County Transit District))

2. Improve traffic capacity and flow on arterial streets.
(Implementors: County, Cities)

3. Provide feeder bus service to connect with commute rail stations. (See implementing actions to encourage and facilitate employees' use of public transit in transit policies section).
(Implementors: Santa Clara County Transit District, Private Industry)

4. Coordinate local transportation planning with transportation planning of adjoining counties and with regional and state transportation agencies.
(Implementors: State, MTC, County, Cities)



In essence, cities are confronted with the problem of how to balance the needs of the renters who are unable to move to more affordable housing because of the very limited supply of rentals and the free enterprise system of property ownership. In Santa Clara County there is no consensus among the cities that rent control is an action that is appropriate for solving the rental problem.

Condominium Conversions

The supply of rental housing is not only affected by a slowdown in new construction, but also by an increase in the conversion of apartment units to ownership units (condominiums). The community as a whole suffers from condominium conversion because affordable rental units are lost at a time when these units are scarce. Between 1975 and 1979, 3,465 units were converted to ownership. This means an equivalent of 28% of this rental stock was lost to conversions.

Conversion of apartment units to condominiums can pose a hardship to apartment renters. Many of the tenants, although given the right of first refusal of a converted unit, do not have the down payment necessary to obtain a loan. High interest rates and the selling price of a unit will mean a much larger monthly payment that a renter may not be able to afford. In addition, rental housing serves a particular lifestyle need for persons in transition that ownership housing cannot.

Until the marketplace can meet the growing demand for rental housing, city and county governments should limit the amount of rental housing that can be converted to ownership housing in order to preserve the only supply of affordable housing that exists.

Many cities in the county have found it necessary to impose ordinances regulating the conversion of apartment units to condominiums. An ordinance for condominium conversion should work to:

- o protect the total supply of rental units during periods of low vacancy rates,
- o protect the existing tenants who may not be able to afford to buy their unit or may have trouble in moving,
- o protect potential purchasers of a unit from poor construction and inadequate facilities.

CONSTRUCTION AND CONVERSION OF MULTI-FAMILY RENTAL UNITS	
Santa Clara County 1975-79	
Total Units 1975	111,536
Units Constructed 1975-79	+12,546
Subtotal	124,082
Units Converted 1975-79	- 3,465
Total Units 1979	120,617

Demolition

Another source of affordable housing is found in inner-city areas and in isolated homes in commercial and industrial areas. Deteriorating housing in Central San Jose, Morgan Hill, Mountain View and other cities serves as a source of housing for people of low and moderate income who cannot afford better housing. Most of these older houses and apartments, particularly those within major commercial areas, are threatened with demolition as land prices and pressure for redevelopment increase.

Within many of the strip commercial areas of the county and in small industrial pockets of mixed use, there are a number of single family homes which are less expensive than housing in more stable areas. Demolition of these units without adequate provision for

affordable replacement housing aggravates the shortage of low income housing even further.

Some cities like San Jose have already taken measures to save units which were threatened with demolition within the airport flight path. Units are being moved to more suitable sites and rehabilitated with federal funds.

The loss of habitable low or moderate income housing units due to demolition or change in use should be offset in some way. Cooperation between the local government and the private developer responsible for the loss of the unit is necessary to ensure that the costs are borne in proportion to the development.

Serious consideration should be given to retaining, for residential use, small pockets of residential housing that presently exist within commercial or industrial zones as nonconforming uses.

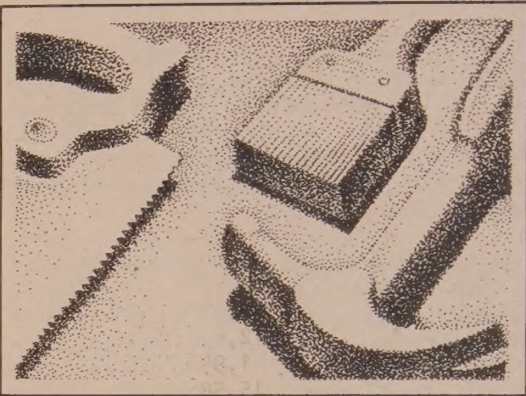
POLICIES

1. Existing rental housing shall be protected from conversion to ownership housing.
2. The public and private sector should work together to provide replacement housing for habitable low and moderate income housing lost through demolition or conversion to non-residential use.
3. Residents in rental housing shall be protected from excessive and arbitrary rent increases.

IMPLEMENTATION

1. Adopt policies and ordinances regulating the conversion of rental housing to ownership housing (i.e. condominium conversions), including provisions which:
 - a. Relate implementation of the ordinances and policies to the vacancy rate in the area,
 - b. Protect existing tenants against untimely eviction,
 - c. Require that 25% of the units be priced for sale to low and moderate income households, and
 - d. Allow existing residents the right of first refusal on the purchase of a unit.
(Implementors: Cities, County)
2. Adopt regulations and secure government commitment to provide replacement housing when a habitable low and moderate income housing unit is lost because of demolition or change in use. Regulations should include:
 - a. Utilization of government assistance, density bonuses, priority processing or other mechanisms to facilitate the provision of a low and moderate income replacement unit,
 - b. Dedication of a unit for low and moderate income housing if new housing is to be built on the property,
 - c. Payment of an in-lieu fee to a housing fund used to assist in the construction of low and moderate income housing within the market area, and
 - d. Moving the unit to a more suitable site.
(Implementors: Cities, County)
3. Rezone wherever possible industrially and commercially zoned land to residential use, particularly in areas that have existing nonconforming low and moderate income housing.
(Implementors: Cities, County)
4. Adopt and implement ordinances providing reasonable protection for renters which would include:
 - a. A process for reviewing grievances and requests for rent increases,

- b. Adequate information of rental rates and increases for existing and potential renters, and
- c. Protection from retaliatory evictions.
(Implementors: Cities, County)



Housing Conservation and Rehabilitation

Housing Condition

The age of housing is a basic factor which influences current condition. Although much of the housing within the county is relatively new, a significant amount of development occurred years ago, and now requires an increasing amount of maintenance. The type of repair and maintenance that is needed varies with the year the unit was built, and the quality of initial construction and subsequent upkeep. The variation in construction has meant that some units which are 50-60 years old in areas like Willow Glen may need only minor repairs and upgrading, while homes that are only 25 years old in areas like Tropicana Village and Garden Gate may need more extensive maintenance because of the lower quality initial construction.

A tremendously high number of tract homes were built in the 1950's and 1960's. This housing is reaching the first major repair and replacement stage and if these repairs are not made by the property owners now, jurisdictions will be faced with a large scale deterioration problem in the near future. Preventive measures are needed to protect against deterioration.

Substandard Housing

Substandard housing is a small part of the total housing stock of the county. Units considered substandard show major signs of deterioration and neglect and require immediate assistance. They may lack adequate plumbing and may be suffering from poor foundations and roofing. The 1970 and 1975 Census did not provide adequate information to make a precise count of substandard units but an approximation was made in the Housing Assistance Plan.

The Housing Assistance Plan (HAP) for the Housing and Community Development (HCD) Block Grant Program requires that cities identify the number of substandard units in their jurisdiction based on the best information available from the HAPS. Table H-8 indicates the number of substandard and federally rehabilitated units in the county.

Housing Rehabilitation

The most active and successful rehabilitation program in the county has been through the federally sponsored 1974 Housing and Community Development (HCD) Block Grant Program. Twelve of the fifteen cities have participated in the program since it began in 1975. San Jose, Sunnyvale, Santa Clara, Mountain View, and Palo Alto are "entitlement cities" which receive funds directly from HUD. The smaller cities of Campbell, Cupertino, Los Gatos, Gilroy, Morgan Hill, Milpitas, and Saratoga are "non-entitlement cities" which together with the County form the "Urban County."

Funds from the HCD program can be used for a variety of programs including assistance to qualified low and moderate income residents

HOUSING

who wish to rehabilitate their homes. Most of the funds have been spent in "target areas" which are selected neighborhoods having a majority of low and moderate income persons and a high degree of housing deterioration. Many of these neighborhoods are also in need of public improvements in the way of street improvements, sidewalk repair, water lines, curbs and gutters or community facilities.

HCD funds have been used to make necessary repairs which in turn have given residents a safer living environment and an increased pride in their neighborhood and homes. People in these target areas are beginning to invest their own funds as well as participate in the federal programs.

The conservation and rehabilitation problem in the county requires a dual approach. Severely deteriorated neighborhoods require immediate assistance in rehabilitation. Continued efforts must be made to utilize federal money and mobilize the private lending institutions to assist families in rehabilitation efforts.

Monitoring and Maintenance

The HCD Block Grant Program has taken the first step to identify areas in need of housing assistance and to provide funds to address the problems. The next step is to extend a monitoring and maintenance effort countywide which would help to prevent deterioration before it starts and to respond to severe health and safety violations.

The 1974 California Uniform Building Code is the major vehicle used throughout the county to respond to housing code enforcement problems. Housing codes are designed to ensure that existing dwelling units are maintained in a safe and healthy condition. However, due to the potential negative impacts on residents of raising the cost of a unit and due to the public cost of such programs, city and county code enforcement is generally pursued only on a complaint basis.

Only two cities in the county, San Jose and Sunnyvale, have systematic code enforcement programs in designated target areas to promote maintenance and upgrading of existing structures. These enforcement programs are costly, however, and may also force lower income families out of housing because they cannot afford either the cost of required repairs or the higher rent on improved units.

Many low and moderate income households occupy housing that may be suffering from serious code violations. Any code enforcement program must be used to correct immediate hazards and be accompanied by adequate measures to ensure such households are not displaced.

The details of such a program need to be worked out through a joint effort between the County, cities and service agencies who deal with housing problems. A code enforce-

ment program should include procedures for inspection, code compliance, loans and relocation services, and should operate on a cost recovery basis.

A more uniform system of classifying and monitoring the physical condition of neighborhoods should be established. Each city uses its own technique, whether it be by means of "windshield surveys" or census data analysis. A report prepared by the County Planning Department in 1978 analyzed different neighborhood conservation strategies and classification systems. A system was recommended for Santa Clara County but was not implemented. City and County staffs should work to implement the system to assist in the scheduling and updating of housing information for federal and state programs.

POLICIES

1. The conservation and rehabilitation of the existing housing supply shall be encouraged and facilitated.
2. Publicly assisted housing rehabilitation should not have the effect of reducing the available supply of housing for low and moderate income households.

IMPLEMENTATION

1. Establish neighborhood rehabilitation programs utilizing funding and other assistance from banks, corporations, local governments, and private individuals.
(Implementors: County, Cities, Private Sector, Community Organizations)
2. Make available federal and state funding to persons of low and moderate income who are unable to obtain conventional rehabilitation loans.
(Implementors: Cities, County)
3. Formulate and adopt a uniform, countywide housing code enforcement program which emphasizes health and safety concerns, and provides incentives for code compliance. Such a program could include:
 - a. Inspection and code compliance of apartment and single family rental units prior to occupancy,
 - b. Voluntary inspection of units prior to resale.
 - c. Tax incentives and low interest loans for code compliance, and
 - d. Insurance against involuntary displacements of low and moderate income people.
(Implementors: Cities, County)

4. Establish a uniform, countywide system for classifying and monitoring the physical condition of neighborhoods to assist in scheduling maintenance activities and updating housing information for federal and state programs.
(Implementors: Cities, County)

Equal Housing Opportunities

Racial and Ethnic Discrimination

Discrimination based on race or ethnic origin continues to be prevalent in rental housing throughout the county. Studies conducted by the Midpeninsula Citizens for Fair Housing have shown that 40% to 60% of the rental units in the north valley are practicing some form of discrimination against blacks. The San Jose Human Relations Commission found discrimination against blacks in 31% of the apartment complexes which were audited, and against Chicanos at 27%. In 1979 the San Jose Housing Service Center conducted an audit of 112 rental housing and apartment units which were selected randomly from current "San Jose Mercury" ads. Discrimination against minority persons was found in 50% of the units.

Discrimination continues because enforcement has never been seriously pursued by the public sector. State and federal enforcement efforts are nearly nonexistent. Neither the state nor the federal government has permanent offices in Santa Clara County for enforcement of anti-discrimination laws. One or more visits to San Francisco are usually needed to file a complaint at state or federal offices which are understaffed and have limited powers.

The County's Human Relations Commission and the Consumer Affairs Office supplement private agencies in providing fair housing services, but there are still gaps in the quality and comprehensiveness of assistance offered to the public. There is a need for the County, cities and private organizations to coordinate fair housing services. Although existing state and federal laws prohibit discrimination in housing, people who believe they have been discriminated against usually need assistance to verify the complaint and seek enforcement of their civil rights. This assistance should be provided as well as programs to inform local officials and members of the housing industry of the laws. Continual monitoring will provide information about the extent of illegal discrimination and can be used in the development of educational programs.

Age Discrimination

Present law within the State of California makes it unlawful to discriminate in housing on the basis of race, color, religion, sex, marital status, national origin or ancestry. In March 1979, the Board of Supervisors of Santa Clara County passed an ordinance prohibiting discrimination in rental housing based on age, pregnancy, parenthood or presence of a minor child. The ordinance is still in litigation pending an appeal of a Superior Court ruling which ruled the County ordinance unconstitutional.

The County was prompted to enact the ordinance due to the severe shortage of rental units and the increasing selectivity of owners and managers. Surveys conducted in Palo Alto, Mountain View, Sunnyvale and San Jose found that 75%, 79%, 73% and 67%, respectively, of apartment buildings surveyed would not allow children of any age. Those that do accept children often have age limitations which diminish the availability of rental units even further. This form of discrimination affects all people with children who must rent, regardless of their income.

Tenant/Landlord Relations

When housing is scarce the problems encountered by tenants and landlords are increased. The rights and obligations of both parties are often not made clear at the start.

REHABILITATION OF SUBSTANDARD HOUSING UNITS

<u>Substandard Housing Units - 1979</u>			<u>Units Rehabilitated with Federal Assistance 1975-80</u>	
<u>Owner Occupied</u>	<u>Renter Occupied</u>	<u>Total</u>		
Campbell	360	326	687	47
Cupertino	104	129	233	34
Gilroy	456	332	788	20
Los Gatos	422	540	962	44
Milpitas	119	37	156	36
Morgan Hill	456	429	885	12
Mountain View	778	1,579	2,357	48
Palo Alto	144	406	550	128
San Jose	6,634	3,773	10,407	206
Santa Clara	540	110	650	100
Saratoga	88	91	179	16
Sunnyvale	310	546	856	51
Total	10,411	8,298	18,709	742

Tenants may be subject to fluctuating rents, changing rental agreements, evictions, non-refundable deposits, and lack of information. Landlords are also concerned with the maintenance and condition of their units as costs for repairs go up.

A number of private organizations as well as departments in the county and cities help to provide assistance to tenants and landlords. Services take the form of information and referral, law classes, counseling, legal aid, and conciliation and mediation services. All are voluntary measures requiring the cooperation of the tenant and landlord to reach resolutions outside of the court system. Since the settlements are not legally binding, there is sometimes a lack of commitment and final resolution of many issues.

Overlap and confusion among the agencies as to who is responsible for providing services in what area of the county is also a problem. Providing information as to services available and rights of tenants and landlords is another area that could benefit from a more comprehensive approach to the problem.

The resolution of tenant/landlord problems should be continued through the process of mediation. Mediation boards should be available in all jurisdictions so that all tenants in the county have an opportunity to obtain impartial review and resolution of problems encountered with their tenancy. The current processes in effect in the county are voluntary and not binding on the landlord or tenant. Mediation boards should be given greater control to require cooperation between tenants and landlords and to enforce mediated solutions.

In general the prosecution of cases of discrimination or tenant/landlord violations is needed to help ensure the enforcement of existing laws.

Service Providers

To fill the vacuum left by higher levels of government, several non-profit organizations have been functioning within the county with assistance from some of the cities. These agencies are often understaffed and do not provide complete services to all areas of the county.

HCD Block Grant funds have been used to support four of the agencies in the past few years. Asian Law Alliance, Operation Sentinel, Midpeninsula Citizens for Fair Housing and San Jose Housing Service Center have formed a Coordinating Council of Fair Housing Staff to improve the services, information and educational outreach efforts of the four agencies.

Staff shortages, due to cutbacks in government revenues, are one of the primary reasons many of the agencies are not more effective in eliminating discrimination and improving tenant/landlord relations.

POLICIES

1. Fair housing laws shall be augmented and enforced to protect against arbitrary housing discrimination.
2. Fair housing services shall be available in all parts of the county.
3. The rights of tenants and landlords shall be recognized and protected and opportunities for mediation of disputes shall be provided.

IMPLEMENTATION

1. Provide coordinated fair housing services throughout the county, including:
 - a. Investigation, monitoring, and prosecution of illegal discrimination,
 - b. Education and outreach programs to inform the public regarding fair housing law,
 - c. Information and assistance in tenant/landlord relations, and
 - d. Referral of complaints.
 (Implementors: Cities, County, Private Organizations)

2. Explore the adoption of additional ordinances and legislation to protect the rights of all persons in obtaining and retaining housing, including measures to ensure the disclosure of information at the place for rent to inform renters of rates and conditions of tenancy. (Implementors: State Legislature, Cities, County)

3. Adopt ordinances prohibiting discrimination in housing based on age. (Implementors: Cities, County)

4. Establish tenant/landlord mediation boards in all jurisdictions. (Implementors: Cities, County)

5. Insure the enforcement and prosecution of cases of discrimination and tenant/landlord violations by:

- a. Increasing the priority of enforcement of such cases at the county and city level, and
- b. Imposing steeper penalties and fines to recover court costs and encourage compliance.

(Implementors: County, Cities, State and Federal Legislators)

Special Housing Needs

Handicapped

The physically handicapped have faced problems in obtaining housing not only because of housing shortages but also because of the design of the units. Architectural barriers, such as stairs and narrow doorways, limit the number of useable units for handicapped people. It is also important that the units be located close to transportation and services to enable the physically disabled reach independence in their living environment.

According to the 1975 Census there were 44,597 handicapped persons in the county. In July 1974, the State Department of Rehabilitation indicated a total of 81,290 persons who were physically disabled living within the county. Obviously, there is a large discrepancy between the Census and the State records. It is generally believed that the Census estimate is very low and that the 1980 Census will provide a more accurate picture.

In general, the median income of handicapped population is well below the county median income, so they are at a greater disadvantage than the rest of the population competing for shelter.

Adaptable housing is a term used by the State Department of Rehabilitation which defines a new concept for making housing available to disabled persons. An adaptable dwelling unit is one that is initially accessible to disabled people in terms of entry and circulation, and adaptable through minor renovations and additions to use as a residence for a disabled person. The County and cities should incorporate adaptable design measures within new dwelling units rather than set aside a certain percentage of units in new developments which would only be available to handicapped persons. The new concept allows for more flexibility in unit choice and modifications needed for the disabled person yet still provides an economical and useable unit for able-bodied people.

Elderly

The elderly (those over 65 years of age) comprise approximately 9% of the county population, and the figure is growing. Many are on fixed incomes which do not keep up with rising rental costs.

Those seniors lucky enough to own their own home are reluctant to leave because of familiar surroundings and a lack of alternatives. They are burdened by a house which may be too large for their needs and which requires increasing maintenance that may be beyond their physical capabilities or financial means.

Senior housing is the one form of assisted housing that has met with some acceptance by local communities, and can be more readily

accommodated in single family neighborhoods. According to HUD, however, Santa Clara County has exhausted its allocation for Section 8 elderly housing and must shift to providing family housing if federal funds are involved. The need for housing for the elderly is still felt in many communities, and local government must work to integrate family and senior housing together in creative ways which will satisfy everyone's needs.

In-law or granny units on single family lots are a possible method of allowing small, limited occupancy dwellings to be added to single family parcels.

Shared housing is another concept which has already been used to match elderly people in need of a home with persons who have extra room. Relaxing zoning laws to allow for flexible occupancy of existing large homes is needed to make better use of today's housing supply.

Families with Children

Families with children are not only affected by rental policies which prohibit them from obtaining units but also by the design of rental facilities. Most apartment complexes contain only 1 or 2 bedroom units with limited play area and open space for children.

Female heads of households comprise approximately 22% of the county population. In general they have a lower income than the rest of the population which puts them at a disadvantage when competing for apartments. Often landlords will only accept children if there is a two parent household.

Emergency Housing

Emergency housing is a term used to cover a variety of groups and services offered to persons who may be involved in anything from domestic violence to a natural disaster. A group of emergency housing providers voluntarily formed a consortium in 1979 to coordinate services and facilities to help families and individuals who are in need.

Various agencies within the consortium provide temporary shelter for a limited population, namely, single men and women over age 18. There is also one facility for women and children but it only accepts boys under the age of 12. The Housing and Community Development budget for the 1980-81 fiscal year includes funding for apartments which will be used by the consortium for emergency housing. This is a start in recognizing and addressing the temporary shelter needs of the county.

Residential Care

Residential care facilities perform a necessary function in the county to provide supervised housing for persons who may be too young, too old, or who are otherwise unable to take care of themselves in an independent situation. Allowing them to reside within the community is a necessary part of a more humane therapy which benefits the patient and helps dispel some of the myths and fears associated with institutionalized individuals.

"Small family home care" which covers 24 hour non-medical care for six or fewer persons, is located in most of the cities in the county as required by State regulations.

Licensed care facilities include a broader array of residential care facilities involving more people and specialized treatment. Cities have been less willing to allow them in residential areas and have not prepared proper zoning regulations or policies to guide their use.

Cities must make appropriate zoning provision to accommodate large residential care facilities. Specific design guidelines and standards for location and operation are needed to ensure the acceptability of the facilities in the neighborhood.

POLICIES

1. The supply of suitably designed and conveniently located housing units meeting the needs of handicapped persons and senior citi-

TRANSPORTATION

zens shall be increased throughout the county.

2. The supply of short-term shelter for persons in need of emergency housing due to personal crises shall be expanded throughout the county.

3. Affordable housing for the elderly, handicapped and single-parent heads of household shall be available throughout the county.

4. An adequate quantity of housing which is suitable for families with children shall be made available throughout the county.

5. Licensed residential care facilities which are adequate to meet needs shall be provided and dispersed throughout the county.

IMPLEMENTATION

1. Develop and implement programs to ensure that a portion of new housing units is designed to be adaptable to meet the needs of physically disabled persons.
(Implementors: Cities, County)

2. Utilize state and federal funding programs to provide assistance to physically disabled persons who need to make existing units accessible.
(Implementors: County, Cities, State, Federal)

3. Provide funding for short-term shelter facilities and assist in informing the public of their availability.
(Implementors: Cities, County)

4. Provide support for local programs that assist in making housing available for these groups with special needs, including services to match people who wish to share housing.
(Implementors: Cities, County)

5. Amend local ordinances to permit construction of "in-law" or studio units on single family lots.
(Implementors: Cities, County)

6. Reevaluate zoning regulations and interpretations to ensure accommodation of large residential care facilities in appropriate zoning districts. Adapt use permit guidelines or standards for location, site development, and other zoning related conditions of operation.
(Implementors: Cities, County)

7. Utilize public and private funding programs and surplus publicly owned land to increase the supply of rental and condominium housing for groups with special housing needs.
(Implementors: Cities, County)

Housing in Unincorporated Areas

The housing characteristics and issues described in the preceding section of the Housing Element are generally shared by unincorporated areas as well as by the cities. Like city neighborhoods, the unincorporated areas vary widely in house values, size and character of development, present condition, and population characteristics. Some of the most expensive housing in the county is found in unincorporated areas, while some of the most seriously substandard housing units are also located in unincorporated territory.

Areas of residential development outside the corporate limits of cities are widely dispersed in the county. In January 1972, the Board of Supervisors of Santa Clara County reaffirmed their 1967 resolution that "Existing and future urban land uses should be in cities." Further direction for implementing this policy was stated in a companion goal: "Urban expansion should be planned and programmed by the cities on a staged basis, in cooperation with the County, and urban service area boundaries should be approved by the Local Agency Formation Commission."

from the County government viewpoint is their potential for reducing unnecessary or duplicative expenditures for public services. This potential can be realized by encouraging urban development in areas with underutilized or easily expanded public facilities and services, by minimizing the extension of dispersion of urban services through undeveloped or very low density areas, and by eliminating service duplication. The County has recognized in its urban development policies that cities are best able to provide public services and facilities in this manner.

(See "Unincorporated Pockets" section of Plan for additional issues and policies)

Outside Urban Service Areas

The County will retain full land use planning control of the areas outside urban service areas. The primary land uses in these areas will be of a rural nature. Two major issues for housing in these areas are: assuring that adequate health and safety standards are met without the necessity of providing urban services and providing low-cost housing opportunities for rural farm workers.

POLICIES

1. Unincorporated lands within city urban service areas should be annexed to cities before being developed for residential purposes.

2. Existing housing in unincorporated areas within city urban service area boundaries should be annexed to the cities.

3. Unincorporated lands outside of urban service areas shall not be directly available as a land resource for the housing needs of the urban population, but shall contribute to the housing needs of the county in the following ways:

a. A portion of the land area is suitable for future urban expansion and shall be maintained in lots of at least twenty acres in size so that this land may be efficiently converted to urban land uses at the appropriate time.

b. Those portions of the rural area already committed through existing patterns of development to low density suburban residential housing are designated in the land use map and shall provide a limited supply of sites for new suburban housing.

c. Most of the land outside of urban service areas is designated for land uses oriented toward the natural resources of the rural areas, and housing necessary for the population directly earning its livelihood from these natural resources is provided for in the rural areas. Affordable housing shall be available to agricultural workers in these areas.

IMPLEMENTATION

1. Encourage annexation of unincorporated lands within city urban service areas by:

a. Utilizing the Municipal Reorganization Act (MORGA) or similar mechanisms to annex these lands,

b. Applying the County's "-cs" City Services zoning district or similar restrictive land use controls,

c. Informing residents and owners in these areas of the advantages of annexing to the city, and

d. Adopting County development standards stricter than those of the surrounding city.

(Implementors: Cities, County, Local Agency Formation Commission)

2. Allow the development of farm worker housing and the establishment of farm cooperatives in rural areas.
(Implementors: County, South County Cities)

3. Assist private non-profit corporations in the formation of farm cooperatives.
(Implementors: County, South County, Cities)

TRANSPORTATION

GOALS

DESIRED COMMUNITY CONDITIONS

- o A variety of ways of assuring ease of movement of people and their goods.

COMMUNITY GOALS

1. An integrated public transportation system in the entire urbanized portion of Santa Clara County to provide transportation for those persons who do not drive and a feasible alternative for those who do.

2. Reduced dependence on the automobile through increased ridership on public transit, carpooling and vanpooling.

3. A system of roads, streets, expressways, and freeways which permit vehicular travel at tolerable operating speeds.

4. A comprehensive system of walkways and bikeways.

OVERVIEW

As any commuter who drives to work knows, Santa Clara County is facing a serious transportation problem. More and more traffic is streaming onto the roadways of the county, creating major traffic congestion. The extent of the congestion is having detrimental impacts on the quality of life in Santa Clara County.

The frustration and delay caused to a commuter caught in a traffic jam is one adverse consequence. Far more severe, however, is the impact upon residential neighborhoods. As the freeways and expressways become virtually impassable, commuters seek short cuts on residential streets not designed to handle such volumes of traffic. As a result, many previously quiet neighborhoods now face the intrusion of noise, air pollution, and safety hazards caused by unwanted and unplanned traffic.

By 1990, this problem could escalate into a major crisis. If industrial and residential growth trends continue, the volume of rush hour travel has been projected to increase by 40% over the 1975 level. If most of that increase occurs in single-occupant automobiles, as it does today, county residents could expect severe consequences:

- o Even more time will be spent on congested roadways. The average one-way commute trip would increase more than 50%, from 23 to 36 minutes.

- o A higher percentage of household income will be spent on gasoline and other auto-related expenses, thus reducing the amount available for other necessities.

- o More traffic will spill over onto neighborhood streets, disrupting neighborhood tranquility and creating additional safety hazards for children and household pets.

- o Levels of auto-related air pollution will rise steadily, with resultant health problems and damage to the natural and manmade environment.

- o Noise levels in the vicinity of freeways and other major roadways will become excessive.

The traditional planning solution to this problem has been to build bigger and better roadways. This solution, however, can no longer be implemented on a large scale. The costs of roadway construction are increasing rapidly in a time when funds are very limited.

Meeting Future Transportation Needs

It is now evident that there are already too many vehicles for many of the roadways of Santa Clara County, especially at peak rush hours. Furthermore, it is apparent that increases in the number of vehicles can bring on dire consequences. These facts lead to a simple conclusion; namely, that future plans for transportation must reduce the level of dependence on the automobile. Unfortunately, this is easier said than done.

Planning to meet the county's transportation needs in the 80's is a distinct challenge. In order to meet that challenge, this plan tries to adhere to three basic guiding principles, all derived from the lessons of the past 35 years.

- o There is a fundamental relationship between transportation and land use; hence, land use decisions can either alleviate or exacerbate transportation problems. (In other words, if land use planning helped create the problem, then enlightened land use planning can help solve it.)
- o Adequate transportation for all county residents can only be provided by a combination of transportation modes (e.g., buses, autos, trains, bicycles). Furthermore, all modes in the system must be integrated so that transfers between modes are easy and convenient.
- o Existing transportation facilities, mainly roadways, can and should be used more efficiently than they are now.

The Role of Local, Regional and State Government in Transportation Planning

Santa Clara County plays a number of major roles in providing transportation to its residents. First, it operates, maintains, and plans for the public transit system in the county. Second, it builds and maintains the expressways. Third, through the Transportation Commission, it is responsible for overall planning of all transportation system improvements that affect more than one city in the county. Finally, it works with the various federal, state, regional and municipal governments to provide coordination among transportation programs.

The California Department of Transportation (CALTRANS) is responsible for freeway planning, construction and maintenance.

The Association of Bay Area Governments (ABAG) and the Metropolitan Transportation Commission (MTC) perform the regional

planning function for the Bay Area. A Regional Transportation Plan (RTP) guides transportation planning and funding allocations for many state and federally funded projects.

Between 1976 and 1978, MTC and ABAG conducted a land use/transportation study for the county called the Santa Clara Valley Corridor Evaluation. The results of the study have been incorporated into the Regional Transportation Plan and has been used by the County Planning Department as the basis for a more definitive study. Land use and transportation information for a computer model was developed to simulate conditions in 1975 and 1990. This information provides the basis for the Transportation Policies of this Plan.

Transportation, Land Use, and the Environment

Historical Perspective of Land Use and Transportation

From the early beginnings of Santa Clara County, transportation has been one of the vital components necessary for the economic well-being of the area.

The environment of a benevolent climate, fertile soils, and sufficient water nurtured the agricultural economic base for half a century. The aerospace and later the electronics industries that emerged after World War II used the existing transportation facilities and encouraged their expansion.

The land development that occurred in the county between 1950 and the present spread housing throughout the valley and concentrated employment in a "job belt" along Route 101 between Palo Alto and San Jose. The roadway system was expanded with the growth of housing and jobs. Other transportation modes were not encouraged and, in some cases, were even lost during this period. Railroad lines were paved over. Overpasses prohibiting pedestrian or bicycle travel were constructed. The end result was the creation of a totally automobile dependent population.

During this period, city and county general plans were developed with the expectation that freeways, expressways and arterial roadways would be built as planned. In the 1960's and 1970's, as road funds dwindled and citizens fought new roadway expansion, critical elements of the transportation network, such as the West Valley Freeway, were not constructed.

Despite the gaps in the transportation system, land development did proceed generally as planned.

The average number of cars per person has continued to rise over the years. We have more autos per person than any other county in the Bay Area, Southern California or the State. The average auto occupancy during the morning work trip from 7:00 a.m. to 8:00 a.m. was 1.18 person per auto in 1975 compared to 1.37 in 1950, and 1.33 in 1957. With the continued growth in auto ownership and children reaching driving age, there is no evidence that the low auto occupancy rate will improve significantly. It is hoped that the energy crisis may eventually increase number of passengers per vehicle.

The Transportation Network in 1975

The Santa Clara County roadway system is extensive, with 367 miles of freeways and expressways, 1,732 miles of arterials and collectors, and many more miles of local streets (1975 data).

In 1975, there was only one operating commuter passenger rail line to serve Santa Clara County. The Southern Pacific commuter line extended from downtown San Jose to San Francisco. The lack of rail transportation represents a significant reduction in the widespread use of rail transportation (Southern Pacific and the electric trolleys) which existed in the county in the past.

The public transit system in 1975 consisted mainly of the fledgling Santa Clara County Transit District which owned 236 buses, of which about 160 were operable at any one time. With these buses, the District operated 26 regular routes, with 10 more routes scheduled during the midday hours. In the peak commuter hour, the usual headway (time between consecutive buses on the same line) was 30 minutes. Most lines did not provide evening service. Weekend service also was minimal.

Despite the fact that the District had only one bus available for every 5,000 people in the County, the system carried 460,000 passengers on the average for the month of December 1974. This number has now risen to 2,600,000 passengers for May of 1980 using 390 buses, 15 of which serve express routes. Furthermore, the general geographic area covered by the bus system consisted of almost the entire floor of the north and south Santa Clara Valley.

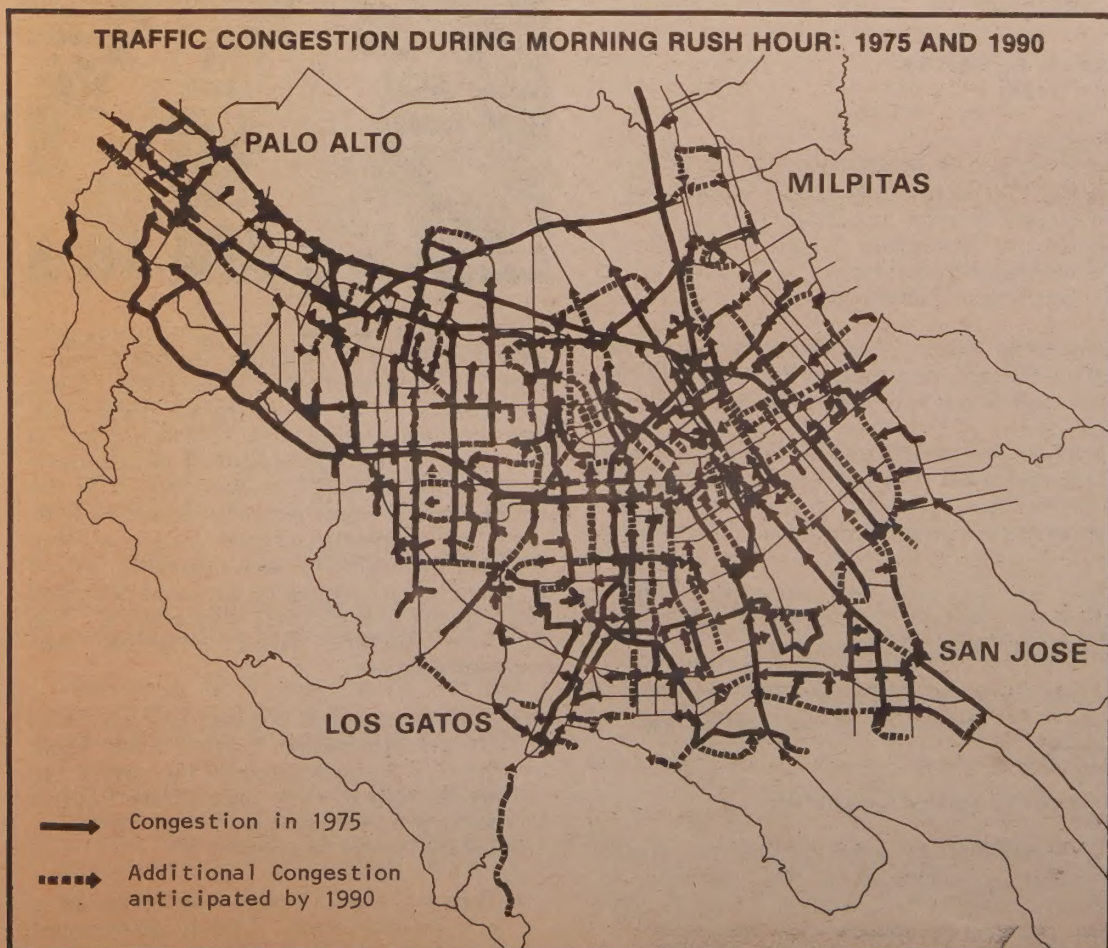
Effects on Environment

The relationship between environment and transportation is becoming increasingly apparent as freeways and expressways become congested and local streets become dangerously overcrowded during the peak travel times. The existing travel patterns and the trend toward longer commute trips are causing deterioration of air quality, excessive energy consumption, and higher levels of noise.

According to the Bay Area Air Quality Management District, Santa Clara County accounts for 28-33% of Bay Area emissions from mobile sources of various pollutants. In Santa Clara County in 1975, 94 percent of the carbon monoxide was contributed by mobile sources, 58 percent of the hydrocarbons, 70 percent of nitrogen dioxide, 4 percent sulfur oxides and 33 percent of the particulates.

The existing low density land uses and dependence on the automobile in Santa Clara County are well established and require high levels of energy consumption. It will take many years before more compact energy efficient land use patterns can be effective.

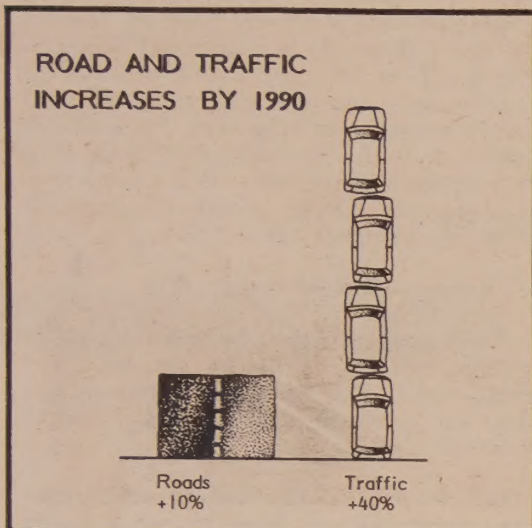
As more vehicles are added to the system, noise levels will rise, especially in the vicinity of major arterials or freeways. The actual amount of noise is dependent upon the rate of traffic flow, average vehicle speed, distance to the traffic lane, and the ratio of trucks to automobiles on the highways. The faster the speed and the more vehicles, the greater the noise. With congestion and slower speeds, the noise will drop but the air



TRANSPORTATION

pollution will rise with stop-and-go traffic conditions.

As now planned, the land use patterns and growth rates of Santa Clara County will overwhelm the capacity of the major roadways within most of the urban area by 1990.



The areas of the county with the greatest number of jobs (Palo Alto, Stanford, Mountain View, Sunnyvale, Santa Clara, and Northern San Jose) will suffer increased traffic congestion as the direct result of their rapid job growth. Major routes serving the job centers will be congested and traffic will be forced onto neighborhood streets in many residential areas.

The land use plans of the job rich North Valley cities have relied heavily on the full implementation of the major transportation routes included on the Transportation Corridors map. Because many portions of the Plan have not been constructed, preservation of the rights-of-way are vital to the adequate functioning of the West Valley and South San Jose areas and to the completion of an integrated countywide transportation system. These rights-of-way, or corridors, must not be allowed to be lost through placement of homes, businesses, and other structures within the rights-of-way.

Residents living in areas such as West Valley, Cupertino, Campbell, Willow Glen, and South Central San Jose, located between the job growth areas and the new housing growth areas, will be severely impacted by traffic.

The residents of the outlying areas which are experiencing housing growth will face growing congestion near their homes. Commuters from these areas will confront the extremes of traffic congestion on their way to and from jobs.

The policies are intended to ensure that land use plans are compatible with improvements in the transportation system.

POLICIES

1. The transportation system shall be designed and implemented to help achieve environmental goals and policies, particularly related to energy conservation, land use, and the reduction of air and noise pollution. All transportation improvements shall have a positive net impact on the environment.

2. The amount, location and timing of future urban development should be consistent with the capacity of the transportation system. The following objectives should be pursued:

- Reduce the rate and total amount of industrial and commercial growth in the northern portions of the County.
- Reduce the growth of long distance commuting through land use patterns that move jobs and housing closer together (such as more jobs in South San Jose).
- Stage urban development based on the capacity of and funded facility improvements to the transportation system

3. Options for future transportation facilities within planned transportation corridors should be preserved.

4. Land use designations and actions in the right-of-way of needed transportation improvements shall seek to preserve such routes for future transportation use.

IMPLEMENTATION

1. Review specific transportation improvement projects to ensure that they are consistent with County land use, energy, health, and environmental policies.
(Implementors: Federal Government, State, County, Cities)

2. Reevaluate local land use plans to ensure that future growth provided for in those plans can be accommodated by proposed transportation improvements which have a reasonable likelihood of being funded by 1990.
(Implementors: County, Cities)

3. Purchase privately owned lands in rights-of-way of undeveloped transportation corridors identified on the County's Transportation Plan map.
(Implementors: State, County, Cities)

Freeways, Expressways, and Arterial Streets

The proposed roadway improvements recommended in this Plan are designed to improve traffic flow in Santa Clara County. These limited roadway improvements will have a negligible impact on future levels of congestion unless they are coupled with measures to utilize more efficiently the county's existing highway network.

The major freeway and roadway improvements recommended in this Plan include:

Right-of-Way Preservation:

- o Rt. 85
- o Rt. 87

Operational Improvements:

- o Rt. 85 (Cupertino)
- o Rt. 101
- o Rt. 152

New Construction:

- o South Valley Freeway
- o Rt. 87

Upgrade to Freeway:

- o Rt. 237

Widening

- o I-280 (Rt. 17 to Magdalena)
- o Rt. 17 (Rt. 101 to Alameda County line)
- o Rt. 101 (McKee to I-280)
- o Capitol Expressway
- o Montague Expressway
- o San Tomas Expressway.

Even with these improvements, however, traffic congestion is expected to grow worse as a result of the following:

- o Further intensification of jobs in the north and northwest coupled with more housing to the south and east, leads to further separation of jobs and housing.
- o The morning peak hour work trips will increase beyond the capacity of the planned roadway improvements.
- o Commuters are reluctant to travel to work by transit or in car and/or van pools.

Measures to Reduce Congestion

The probability of even getting the funds necessary to construct a 10% increase in roadway capacity is uncertain, so every low cost measure to reduce the congestion is being sought. The term used to describe low

cost measures to improve transportation conditions is Transportation System Management (TSM). There are a number of low cost TSM measures that can greatly reduce the existing and projected traffic problems occurring during the morning and evening commute hours.

Increased auto occupancy through car and van pooling could significantly reduce the number of cars on the roadways during peak travel times.

Making the best use of our existing road system may involve widening or connecting some missing links in the system such as Route 237 and the West Valley Freeway. But the most cost-effective solution to the county's transportation problems will be to increase vehicle occupancy through car and van pooling and transit use. Of all the actions possible to forestall the forecasted traffic congestion, car and van pooling could have the greatest impact. If the number of persons per vehicle during the morning commute increased from the present 1.18 persons to 1.68, (or about one more shared ride for every two cars on the road) it could eliminate the forecasted increases in congestion.

Thus the most important decisions for future traffic congestion will be the individual decisions that people make about their own behavior. The public agencies and the employers of the county can do much to encourage people to travel by means other than the automobile, and to make the travel that is done by car more efficient.

Since the rising price of gas, cars, and car maintenance is still not acting as sufficient motivation for most drivers to switch to car and van pools and transit, additional inducements are in order. High occupancy vehicle (HOV) lanes which speed buses, car and van pools along, special on-ramps for HOV lanes to avoid waiting at metered ramps and signal preemption for transit vehicles to move through intersections could all provide such incentives.

Employers could permit staggered work hours and flex time. Shuttle buses from large employment centers to shopping centers at lunch time would also help transit riders and car and van poolers. Particularly congested areas may be good candidates to try restricted auto use areas, increased long term parking rates, traffic signals to inhibit through traffic, parking fees in employee parking lots and reduction in the number of parking spaces.



New commercial and industrial development should be taxed to generate revenue to mitigate the congestion they help create. Since new jobs produce more traffic generation, one recommendation is to establish a tax on new commercial and industrial development to generate sufficient revenue to pay for the transportation improvements needed to alleviate the congestion created by job growth. Revenue generated by such a program should be pooled on a countywide basis and allocated for highway and transit improvements. The following factors would influence that recommendation:

- o Due to provisions imposed by Proposition 13 and Proposition 4, such a tax would have to be authorized by the voters. In those cities at their expenditure limit, a tax once imposed would have to be re-enacted every four years.
- o This tax would have to be levied on a city by city basis. County government has no legal authority to require such a

tax to be paid by firms developing within cities.

- o Under joint powers agreements, cities could agree to pool revenue generated by such a tax on a countywide basis. Cities and the County should agree on priorities for roadway and transit system improvements and allocate funds based on these priorities.
- o If such a tax had been levied in all cities at a rate of .0375% of building permit value, \$13,795,600 would have been generated in calendar year 1978.

POLICIES

1. Existing transportation facilities should be made more efficient through low cost improvements, increased number of people per vehicle, and measures which reduce peak hour traffic.
2. Highest priority for funding highway improvements should be given to those projects which serve circulation needs within Santa Clara County.
3. The minimum overall performance of city streets, county roads and expressways and state highways at peak travel periods should be no worse than a level of service "D".

IMPLEMENTATION

1. Deny approval to development proposals if existing levels of traffic congestion at peak travel periods in the vicinity of the proposed project exceed congestion level "D" or if the proposed project would create congestion at peak periods worse than level "D" on nearby streets or highways. Such projects may be approved:
 - a. If mitigation measures specified by the agency issuing building permits are implemented by the developer to maintain roadway performance at a service level "D" at peak travel periods on city or county streets.
 - b. If the developer implements 'reasonable' mitigation measures to offset increases in traffic congestion created by the project in cases where state highways are affected.
 (Implementors: Cities, County)

2. Promote and facilitate carpooling and vanpooling.
(Implementors: State, Metropolitan Transportation Commission (MTC), County, Cities, Private Industry)

3. Implement incentives to encourage carpooling and vanpooling such as:
 - a. Preferential carpool parking,
 - b. Multiple occupancy vehicle lanes in congested areas, and
 - c. Special access lanes on metered freeway on-ramps.
 (Implementors: Federal Government, State, MTC, County, Cities, Private Industry)

4. Implement disincentives to the use of the automobile, particularly in congested areas, such as:
 - a. Auto-free zones,
 - b. Increased long term parking rates,
 - c. Traffic signals to inhibit through traffic,
 - d. Parking fees in employee parking lots, and
 - e. Reduction in the number of parking spaces.
 (Implementors: Federal Government, State, MTC, County, Cities, Private Industry)

5. Implement techniques which increase highway efficiency, including:
 - a. Designation of high occupancy vehicle lanes,
 - b. Construction of special freeway on-ramps for buses, carpools, and vanpools,
 - c. Traffic signal preemption systems for transit vehicles on freeway on-ramps, and

d. A coordinated program of signalization, channelization, and ramp metering
(Implementors: Federal, State, MTC, County, Cities)

6. Establish staggered work hours and allow flex time.
(Implementors: Federal, State, MTC, County, Cities, Private Industry)

7. Seek agreement that the limited funding available for major road improvements will be allocated first to projects serving internal circulation needs within the county.
(Implementors: Federal, State, MTC, County, Cities)

8. Amend the regional Transportation Improvement Plan to make additional lanes on Highway 17 between Highway 101 and Alameda County a low priority. If additional lanes are added, they should be designated as multiple occupancy vehicle lanes.
(Implementors: Federal, State, MTC, County, Cities)

9. Support legislation to provide funding for the highway improvements identified in the County's General Plan.
(Implementors: Federal, State, MTC, County, Cities)

10. Establish a tax on new commercial and industrial development to generate sufficient revenue to pay for the transportation improvements needed to alleviate the congestion created by job growth. Revenue generated by such a program should be pooled on a countywide basis and allocated for highway and transit system improvements.
(Implementors: Federal, State, MTC, County, Cities)

11. Implement programs to consolidate roadway services, such as maintenance, provided:
 - a. Cost savings will occur,
 - b. Local control of planning is maintained, and
 - c. There is no loss in level of service.
 (Implementors: Santa Clara County Transit District, MTC, State)

Public Transit

With the projected 40% increase in the number of work trips between 1975 and 1990, coupled with increasing roadway congestion, air pollution and higher fuel costs, the demand for public transit will continue to rise.

The 1975 bus system of 236 buses is planned to increase to 750 buses by the mid-1980's. At least half of the routes will be served in 15 minute intervals most of the day. There will also be more routes and more express buses. Connections to Alameda and San Mateo County will increase. To facilitate transfers, twelve transfer centers are planned. In residential areas, particularly along the valley perimeter and the West Valley Corridor alignment, many park and ride lots are planned in conjunction with express bus service corridors. These improvements will make the bus service more competitive with the private automobile.

Plans to upgrade Southern Pacific commute service between San Jose and San Francisco would increase daily service from 44 to 68 trains. Several new stations would be opened in the county, including one at San Antonio Road, another at Lawrence Expressway, and a third at San Tomas Expressway. With these improvements, Southern Pacific ridership in the county could be expected to reach 25,000 passengers per day by 1990. Local and express bus service will be integrated with Southern Pacific service to bring commuters to the stations and to provide connecting service into industrial areas.

The "Guadalupe Corridor," located in the heart of Santa Clara County stretching approximately 14 miles between Highway 237 on the north to the fast-growing Almaden-Edenvale-Evergreen areas south of downtown San Jose, is currently the subject of an in-depth study regarding fixed guideway and bus alternatives.

An additional 25,000 passengers per day are anticipated within the Guadalupe Corridor, assuming construction of a light-rail transit line built between the North Santa Clara-San Jose industrial parks, San Jose Airport, the Civic Center, Southern Pacific station, downtown San Jose and Almaden-Edenvale residential areas. The Guadalupe Corridor line, if constructed, would serve over 450,000 residents and 300,000 jobs by 1990. Future extensions or branches into other areas would also be possible in subsequent phases.



All of the Guadalupe Corridor alternatives would make use of extensive right-of-way already in public ownership in the State Route 87 and Route 85 transportation corridors. This will help hold down costs and minimize adverse environmental impact.

As public transit improves, transit dependent persons - the elderly, low income, school children, and physically handicapped - have more opportunities to be independently mobile. The Santa Clara County Transit District Board has made a policy commitment to achieve "100% passenger accessibility" early in the 1980's. All future new buses will be delivered with lifts to accommodate the handicapped.

It is expected that the number of morning peak hour transit work trips will increase by 5% to 10% by 1990. This increase is limited by the size of the bus fleet. This means that Santa Clara County residents will continue to be heavily dependent upon the automobile for transportation. While every effort is being made to obtain funds to purchase more buses, the number of buses that realistically can be expected due to funding limitations fall far short of what is needed to give service at the frequency that is normally given in large metropolitan areas.

Transit usage can also be promoted through land use decisions. Higher density industrial and residential growth in transportation corridors, will create higher travel demand. If there is convenient transit, commuters will probably use it.

Shifting future job growth to the south and east would better utilize all aspects of the transportation system.

POLICIES

1. The county's bus system shall be expanded as rapidly as funding allows.
2. The service level of existing transit routes shall be maintained and improved before new routes are added.
3. Expansion of the bus system shall emphasize express bus service to downtown San Jose, express bus service from residential areas in San Jose to major employment centers, feeder buses to Southern Pacific stations, and regional bus connections with BART.
4. The transit system shall be planned and designed to be responsive to the special needs of the elderly, school children, low-income, physically handicapped, and other low mobility groups.
5. Public utilization of the public transit system shall be encouraged and facilitated.
6. Connections between the Santa Clara County Transit system and transit systems in other Bay Area counties shall be provided.

TRANSPORTATION

IMPLEMENTATION

1. Implement programs to make better use of the existing bus fleet including:
 - a. Reassigning buses from less heavily used routes to more heavily used ones.
 - b. Increasing the number of express bus routes.

(Implementors: Santa Clara County Transit District)

2. Provide a minimum of 250 additional transit buses in Santa Clara County by 1990. (Implementors: Federal Government, State, Metropolitan Transportation District (MTC), Santa Clara County Transit District)

3. Replace or retrofit existing transit vehicles to make all transit vehicles fully accessible to the physically handicapped. (Implementors: Federal Government, State, MTC, Santa Clara County Transit District)

4. Develop agreements to allow free transfers or reduced fare transfers between the various public transit systems in the Bay Area. (Implementors: Federal Government, State, MTC, Santa Clara County Transit District)

5. Encourage and facilitate employee use of public transit by:
 - a. Distributing transit route and schedule information to employees,
 - b. Establishing company outlets for the sale of transit passes,
 - c. Purchasing transit passes in quantities and providing them to employees at a discount,
 - d. Providing connecting shuttle buses or vans between company parking lots and express bus stops or commuter train stations,
 - e. Providing shuttle buses or vans to local eating and shopping areas during the lunch hour,
 - f. Designing and locating company buildings to provide for convenient access to public transit routes and stops,
 - g. Imposing parking fees on employee parking lots, and
 - h. Examining parking lot requirements in local zoning ordinances to insure that they do not encourage auto usage.

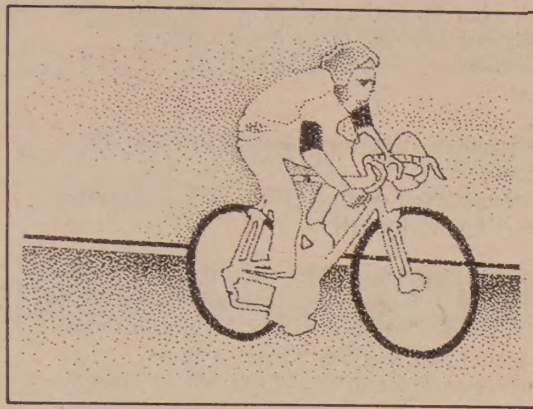
(Implementors: Private Industry, Cities, County)

6. Build transit facilities, such as:
 - a. Passenger waiting shelters,
 - b. Major transit transfer stations,
 - c. Park and ride facilities, and
 - d. Bicycle storage facilities at major transit stops.

(Implementors: Federal Government, State, MTC, Santa Clara County Transit District)

7. Upgrade Southern Pacific rail service between San Jose and San Francisco. (Implementors: Federal Government, State, MTC, Southern Pacific Railroad, Santa Clara County Transit District)

8. Proceed with development of public transit facilities in the Guadalupe Corridor. (Implementors: Federal Government, State, MTC, Santa Clara County Transit District)



Bikeways and Pedestrian Paths

Since expansion of the county roadway and transit systems are both slow and costly processes, other means must be found to help remove automobile traffic from the streets. These means are available in two forms of non-motorized transportation: walking and bicycling. Both alternatives need to be actively encouraged through public improvements.

In 1974, the Board of Supervisors adopted the "Arterial Bikeways Plan", a countywide system of arterial bikeways to promote bicycling as a safe, effective means of transportation within the county. The routes shown on the plan are corridors rather than specific streets. The exact location of each route is to be determined by detailed design and public participation. This same process also designates whether it will be a bike lane (within the paved roadway) or bike path (separated from the paved roadway).

The Arterial Bikeways Plan does not contain an implied obligation on the part of the cities to implement city routes, and the county is not authorized to implement the Plan on any city street until an agreement for this purpose has been executed between the city and the County. Several cities have reached agreement with the County and bikepaths and lanes have been constructed. Additionally, cities have also built feeder bike paths and lanes.

In addition to the Arterial Bikeways Plan, the County General Plan includes a system of primarily recreational bike routes as part of the Parks Plan. Many of the bike routes on the Plan can serve a transportation function for commuters and school children.

New roadways should be designed to accommodate non-motorized, non-polluting traffic. Both ends of the work trip from public transit stations to employment sites should have bicycle storage facilities.

Probably the most important effort that could be undertaken to enhance bicycle travel would be to maintain and improve the width and quality of the surface of the right-hand portion of the existing roads so that they are suitable for bicycle travel.

POLICIES

1. Bicycling and walking shall be encouraged and facilitated as energy conserving, non-polluting alternatives to automobile travel.
2. A bicycle transit system should be provided which will provide for the travel needs of bicyclists.

IMPLEMENTATION

1. Maintain and improve the width and quality of the surface of the right-hand portion of the existing roads so that they are suitable for bicycle travel, regardless of whether or not bikeways are designated. (Implementors: County, Cities, CalTrans)

2. Provide bicycle storage facilities at employment sites and at public transit stations. (Implementors: Private Industry, County, Cities, Southern Pacific)

3. Design all future roads, bridges, and transit vehicles and facilities to accommodate non-motorized travel. (Implementors: Federal Department of Transportation, CALTRANS, County, Cities)

4. Publish a map indicating existing county-wide bikeway routes. (Implementors: County, Cities)

5. Develop and implement an integrated, countywide bikeways plan and action program. (Implementors: County, Cities)

An Integrated Transportation System

Much cooperation among many public and private agencies is required to ensure that all the pieces of the county's transportation system fit together and function efficiently.

The cities must work with each other and with the county to develop compatible street plans and design standards. Street names between jurisdictions should be consistent whenever possible. Improvements to major roads which span several cities should be consistent to avoid the situation where a road is four lanes in one jurisdiction and two in the next.

An integrated transportation system requires coordination among transit agencies. County Transit schedules and Southern Pacific schedules should be designed so that people can transfer from the bus to the train quickly and easily. County Transit schedules should be set to allow riders easy transfer to transit systems in neighboring counties.

An effectively integrated transportation system cannot be achieved without the participation of the private sector. Public agencies can provide bikeways but industrial and commercial establishments can encourage bicycle riding by providing safe bicycle storage facilities. Employers can encourage public transit use with a variety of techniques including free bus passes and shuttle buses.

With strong coordination among public and private agencies, wise use of the transportation system in Santa Clara County can be achieved.

POLICIES

1. A balanced and integrated transportation system should be provided, which will allow for alternative means of travel and opportunities for transfer between alternative means.
2. The local transportation system should be coordinated and integrated into the regional transportation system.

IMPLEMENTATION

1. Examine plans for street and highway improvements, commuter rail service, transit routes and arterial bikeways to determine whether they are consistent and compatible with one another. (Implementors: County, Cities, Santa Clara County Transit District)
2. Improve traffic capacity and flow on arterial streets. (Implementors: County, Cities)
3. Provide feeder bus service to connect with commuter rail stations. (See implementing actions to encourage and facilitate employees' use of public transit in transit policies section). (Implementors: Santa Clara County Transit District, Private Industry)
4. Coordinate local transportation planning with transportation planning of adjoining counties and with regional and state transportation agencies. (Implementors: State, MTC, County, Cities)



RECREATION AND CULTURE

GOALS

DESIRED COMMUNITY CONDITION

- o A variety of settings, both formal and informal providing a range of choice for the use of leisure time and cultural expression
- o Preservation of the County's cultural, historical, archeological, and natural heritage.

COMMUNITY GOALS

1. An integrated system of accessible local, urban, and wilderness regional parks, scenic roads and trails, and recreation facilities and services which possess a variety of environmental characteristics.
2. A coordinated system of facilities and activities to meet the cultural needs of the population.

ROLE OF THE GENERAL PLAN

The "Recreation and Culture" section of the County's General Plan provides a guide for the acquisition and development of regional parks and trails and the protection of the landscape along scenic highways.

It also provides policies to guide the preservation of artifacts and other resources which are part of the County's historic heritage. Other policies related to the protection of heritage resources are contained in the "Natural Environment" section.

Another area of County involvement in recreation and culture is the provision of library services, which has not been specifically addressed in this General Plan.

Regional Parks

Opportunities for outdoor recreation amid the natural beauty and splendor of the California landscape are important ingredients contributing to the quality of life enjoyed by county residents. As Santa Clara County's

urban area has expanded and its population has grown to more than one million people, the need to provide areas for existing and future County residents to get away from the pressures of the urban area to more natural settings where they can relax and enjoy closer contact with nature has increased greatly.

Santa Clara County has been blessed with a great diversity of natural resources and scenic beauty, ranging from the salt marshes of the baylands, to the rolling, oak-studded foothills, to the majestic redwood groves of the Santa Cruz Mountains, to the numerous flowing streams. These varied open space areas are part of a priceless legacy, an environmental heritage which must be preserved for the use and enjoyment of both present and future generations.

Many of the county's natural areas are being protected and made available to residents through public acquisition as park sites. Since it was created in 1956, the Santa Clara County Parks and Recreation Department has established 27 separate regional parks, through purchase or long term lease, encompassing a total of more than 33,000 acres. These regional parks provide county residents with outstanding opportunities to pursue their recreational interests in a wide variety of settings which include some of the county's finest natural areas.

Development of the Regional Park System

The County's regional park system has expanded considerably during the last decade. Much of the growth in the County's regional park system has occurred since 1972, when

county voters overwhelmingly approved "Measure C," an amendment to the County's charter which required that a specified amount of funding be appropriated each year for a ten-year period to finance regional park land acquisition and development.

These regional parks are generally located around the periphery of the urban area or within reasonably short driving distances. As the price of gasoline continues to rise and the cost of driving to more distant recreation areas increases, these parks and future additions to the regional park system will play an increasingly important role in meeting the needs of county residents for close-to-home recreation areas.

The goals of the County's regional park system during the past decade have been:

1. To utilize the county's finest natural resources in meeting park and open space needs.
2. To provide a balance of types of regional parks with a balanced geographical distribution.
3. To provide an integrated park system with maximum continuity and a clear relationship of elements using scenic roads and trails as important linkages.
4. To use parks to give structure and livability to the urban community.

During the next ten years, the County's regional park system will continue to expand and improve. It will also face some serious challenges, however. One of these challenges will be that of trying to maintain existing service levels during a period of escalating costs and limited governmental revenues. Passage of Proposition 13 created problems for the County's park system, as it did for most other parks, recreation, and open space programs throughout the state.

Obtaining sufficient funds to assure adequate park maintenance has been particularly difficult and is likely to become more so as park maintenance programs compete with other government programs for limited public funds. To help cope with this problem, Santa Clara County Charter "Measure A" was submitted to and approved by county voters in 1978. Measure A authorizes the Board of Supervisors to allocate up to 30% of each year's Measure C monies for County park maintenance. Previously, Measure C funds could only be used for park acquisition and development, and park maintenance funds were provided entirely out of the County's General Fund. Measure A also extended the park acquisition and development program authorized by Measure C from 1982 to 1987.



Further efforts are likely to be needed if the County's fine regional park system is to be maintained adequately in the years ahead. One idea which merits serious consideration involves making greater use of citizen volunteers to help with park clean-up activities. Individual citizens, community organizations, and local businesses should be encouraged to "adopt a park" and take part in periodic planting, park improvement projects, or clean-up days at that park. Local businesses could encourage their employees to participate in such events or could donate some of their Proposition 13 property tax savings to help maintain the County's parks.

Realization of many of the regional park proposals will require the cooperation of numerous agencies. The individual recreation and public facilities programs of the fifteen cities and the Santa Clara Valley Water District have important contributions to make.

A number of examples already exist in Santa Clara County where such interjurisdictional cooperation has occurred and significant beneficial results have been achieved. Several outstanding examples have been the Coyote Creek Park Chain (County, City of San Jose, Santa Clara Valley Water District, State of California), the Los Gatos Creekside Park projects (Campbell, Los Gatos, County, Santa Clara Valley Water District), and Rancho San Antonio (County, Midpeninsula Regional Open Space District).

In some instances, regional park proposals in the County's General Plan which will require city cooperation to implement have not been adopted as part of the cities' general plans. Consequently, opportunities for implementing these proposals at little or no public expense are being lost as the cities are permitting development to proceed in locations where it will preclude future implementation of these regional park and/or trail proposals.

Streamside Parks

A continuing challenge to the County's park system is that of planning, developing, and managing regional park sites so that their natural and heritage resources are protected, and their potential adverse impacts on adjacent and nearby privately owned lands are minimized. Planning and developing streamside areas for recreation uses is a particularly challenging task. Streamside areas are usually scenic areas which provide a pleasant environment for trails and picnic areas. They are also, however, important wildlife habitat areas which are environmentally sensitive and can be easily damaged or disrupted.

Many of the streamside park chain proposals shown in the County's General Plan should receive detailed study prior to implementation. In areas with extensive residential development or in environmentally sensitive areas it may be desirable to route segments of parks and trails away from creeks to avoid conflicts, or to leave the streamside area in private ownership, subject to appropriate land use controls.

Park Land Owned by Other Agencies

In addition to the County Parks Department, various other public agencies have acquired regionally significant parks and open space lands within Santa Clara County. The Midpeninsula Regional Open Space District, which was created by local voters in 1972, has acquired more than 6,300 acres of open space lands within the county, primarily within the Santa Cruz Mountains between Los Gatos and Palo Alto. The California Department of Parks and Recreation recently expanded Henry Coe State Park, a semi-wilderness park east of Morgan Hill.

In addition, other major open space lands are owned by the Santa Clara Valley Water District (reservoir lands, San Felipe water distribution system), the U.S. Fish and Wildlife Service (San Francisco Bay National Wildlife Refuge), the San Francisco Water Department Hetch-Hetchy System and Calaveras Reservoir and much of its surrounding watershed), the U. S. Navy and National Aeronautics and Space Administration (Ames-Moffett Field), U. S. Bureau of Land Management, U. S. Bureau of Reclamation, (San Felipe Project) and the University of California (lands around Lick Observatory). Public access to these refuge, watershed and observatory lands is very limited. There is recent federal legislation promoting joint use of federal facilities when possible, which could improve use of some public lands for recreation.

POLICIES

1. The provision of public regional parks and recreational facilities of countywide significance both in urban and rural areas shall be the responsibility of county government.

RECREATION AND CULTURE

2. The provision of neighborhood, community, and citywide parks and recreational facilities should be the responsibility of the cities and other appropriate agencies.

3. Parks and recreation system planning, acquisition, development, and operation should be coordinated among cities, the County, State and Federal governments, school districts and special districts, and should take advantage of opportunities for linkages between adjacent publicly owned parks and open space lands.

4. The parks and recreation system should be designed and implemented to help attain open space and natural environment goals and policies.

5. Sufficient land should be acquired and held in the public domain to satisfy the recreation needs of current and future residents.

6. An assured, predictable source of annual funding shall continue to be provided for regional park acquisition, development, and maintenance.

7. Provision should be made for compatible recreational use of water resource facilities, utility corridors and reclaimed solid waste disposal sites, where feasible.

8. Opportunities for access to regional parks via public transit, hiking, bicycling, and equestrian trails should be provided.

9. The private sector should be encouraged to provide outdoor recreational opportunities.

10. Heritage resources shall be acknowledged, preserved and commemorated, to the extent feasible in the unincorporated areas and on county owned land.

11. County government shall encourage and cooperate with cities, special districts, other appropriate agencies and organizations, and private landowners in acknowledging and preserving the county's cultural heritage, and historical and archeological structures, sites and landmarks.

12. Activities affecting heritage resources within regional parks shall be coordinated with appropriate commissions, agencies, and organizations.

13. The effective use of existing resources and the development of potential resources shall be promoted to meet the cultural and recreational needs of the County.

14. Parks and trails in remote areas, fire hazardous areas, and areas with inadequate access shall be planned to provide the services or improvements necessary to provide for the safety and support of the public using the parks and to avoid negative impacts on the surrounding areas.

IMPLEMENTATION

1. Seek adoption of the County's Regional Parks Plan by the cities to facilitate inter-jurisdictional cooperation in implementing the Plan.
(Implementors: County, Cities)

2. Provide public transit service to major regional parks, and develop hiking, bicycling, and equestrian trails to provide access to regional parks from the urban area so that individuals need not depend upon private automobiles for access to recreation.
(Implementors: County, Cities, Midpeninsula Regional Open Space District (MROSD), State of California, Santa Clara County Water District)

3. Evaluate the feasibility and potential environmental impacts of regional parks and trails acquisition and development proposals.
(Implementors: County, Cities, Midpeninsula Regional Open Space District)

4. Establish a program to solicit support from individual citizens, other governmental agencies, community organizations, and businesses to aid in regional parks acquisition, development, and maintenance.
(Implementor: County)

5. Encourage the participation of local non-profit organizations in the management of County-owned heritage structures and sites.
(Implementor: County)

6. Acquire and develop parks and trails only where:

a. The roads are of adequate width and condition for public access.

b. Necessary fire and police services are available.

c. Needed service and improvements are provided.
(Implementors: County, MROSD)



Trails and Pathways

Trails and pathways for hiking, bicycling and horseback riding are an important element of the County's parks and recreation system, providing both recreation and health benefits for county residents. They can also be important elements of the urban transportation system, providing alternatives to traffic congestion, energy consumption, and air pollution from the automobile.

Trails and pathways can link parks and open space preserves with one another as well as with the urban area. They can also serve as routes for recreational hiking and bicycling and routes for commuting.

Within the urban area of Santa Clara County, most cities have already established bicycle lanes on some of their streets. Recreational trails and bicycle routes in the urban area are relatively rare, but many improvements are now being funded under the Federal Aid to Urban Areas (FAU) program.

Within the county's rural areas, most trails are along roads, and are confined to publicly owned parks and open space areas. Opportunities for hiking, bicycling, or horseback riding from one park to another or from the urban area to rural parks and open space preserves are quite limited.

Establishment of a countywide system of hiking, bicycling, and horseback riding trails and pathways will contribute substantially to the provision of recreation, health, and energy conservation benefits to county residents. In 1978, the Planning Policy Committee's Trails and Pathways Subcommittee prepared a proposal for a countywide Trails and Pathways Master Plan for Santa Clara County. Most of the recommendations of that plan have been included in this General Plan.

Implementation of the countywide system of trails and pathways will require substantial effort and cooperation among the fifteen cities, the County, and various other agencies. Most of the proposed trails pass through several jurisdictions. Within the urban area, most of the proposed trails run alongside major streams, thus making the Santa Clara Valley Water District an important agency in the implementation of these trails.

Examples of successful interjurisdictional cooperation in the provision of recreational trails within the urban area already exist. Along Los Gatos Creek, for example, the cities of Los Gatos and Campbell, the County, and the Santa Clara Valley Water

District have worked together to create several miles of continuous hiking and bicycling trails linking parks and recreation areas along the way.

An important first step toward further implementation of a countywide trail system would be for the cities and other appropriate jurisdictions to incorporate the proposed trail system into their local plans. A next step would be for these jurisdictions to establish coordinating committees to begin working out the details for implementing particular segments of the countywide trail system.

Construction of trails, whether in urban or rural areas, must be done with sensitivity to the resources of the areas they traverse as well as their potential impacts on adjacent privately owned lands. With proper planning, patrolling, and maintenance, trails can be significant community assets. To assure that trails are adequately patrolled and maintained, agreements concerning these responsibilities should be worked out as part of the implementation plan for each trail segment.

POLICIES

1. A countywide system of hiking, bicycling and horseback riding trails should be provided which includes trails within and between parks and other publicly owned open space lands, as well as trails providing access from the urban area to these lands.

2. The Master Plan for Trails and Pathways and its elements shall be the basis for the countywide trail system.

3. Trails shall be located, designed, and developed with sensitivity to the resources and fire hazards of the areas they traverse, as well as their potential impacts on adjacent lands and private property.

4. The countywide trail system should be linked with major trails in adjacent counties.

5. Trail acquisition and development shall be consistent with the County's General Plan.

6. Trail planning, acquisition, development, and management should be coordinated among the various local, regional, state, and federal agencies which provide trails or funding for trails.

7. The assistance of private individuals, user groups, organizations, businesses, and schools should be sought to aid in the development, patrolling and maintenance of trails.

8. Trail acquisition, development, patrol, maintenance, and liability responsibilities should be established on a project-by-project basis, and should be coordinated with all jurisdictions involved in each trail segment.

9. Transportation improvements, such as road widenings and bridge construction, should be designed to facilitate provision of hiking and bicycling paths.

10. All trails should be marked. Trails and appropriate markers should be established along historically significant trail routes, whenever feasible.

11. Use of off-the-road vehicles on hiking, bicycling, and horseback riding trails should be prohibited.

IMPLEMENTATION

1. Adopt the Master Plan for Trails and Pathways, developed by the Planning Policy Committee as part of local general plans.
(Implementors: County, Cities, Santa Clara Valley Water District, Midpeninsula Regional Open Space District, South Santa Clara Valley Water District)

2. Establish a process of interjurisdictional coordination for developing implementation plans for individual trail segments.
(Implementors: County, Cities, Santa Clara Valley Water District, Midpeninsula Regional Open Space District, Other Appropriate Agencies)

3. Establish programs to encourage individual citizens, user groups, community organizations, schools, and local businesses to assist in the development, maintenance, and patrolling of trails.
(Implementors: County, Cities, Other Appropriate Agencies)

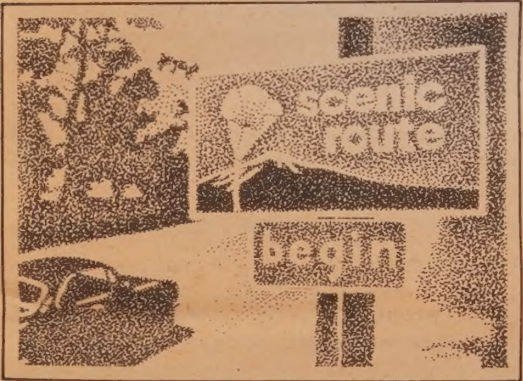
4. Accept trail easements and right-of-way dedications as part of land development approvals in areas planned for inclusion in the regional trail system of the General Plan. Trail dedications should be voluntary rather than mandatory.
(Implementors: County, Cities)

Scenic Highways

Santa Clara County has been a leader in the establishment of scenic highway systems in California and has officially recognized the scenic and recreational values of the county's roads in previous elements of the General Plan.

The scenic roads of Santa Clara County serve a variety of purposes of fundamental import-tional driving, which links the urban and open space areas. They are the only public access to vast portions of the county and connect the system of regional parks in the county.

The County's General Plan includes routes in the county and state scenic road systems. In addition to the routes included in this Plan, there are many urban roads designated as scenic routes by individual cities.



THE STATE SCENIC HIGHWAY SYSTEM IN SANTA CLARA COUNTY

The State Scenic Highway System was established in 1963 by the State Legislature. The system consists of a number of officially designated scenic roads, all of which are state highways. All state scenic routes must be numbered state highways included in the "California Master Plan of State Highways Eligible for Official Scenic Highway Designation." These are intended to be "complete highways": safe for rapidly moving traffic, designed to fit the landscape, and provided with appropriate vista points, turnouts, and rest facilities. Land use is to be planned and controlled within an officially recognized scenic corridor.

Following a request from the local jurisdiction, the California Department of Transportation conducts studies of the scenic routes to establish the boundaries of the scenic highway corridor and to identify potential locations of roadside rests, vista points, and areas for public or commercial information sites. The "corridor" is simply the land area which can be seen from the road.

Roads in the State Master Plan are officially designated as scenic routes only after it has been determined that the road and the right-of-way meet the state's "scenic highway standards" and that the scenic corridor of the road has been given adequate protection for the preservation of the resources. Bringing the roads up to the scenic highway standards is the responsibility of the State; providing corridor protection is up to local governments.

For its part, the local jurisdiction must develop a plan and implementation program for the protection of the scenic corridor.

STATE SCENIC ROUTES IN SANTA CLARA COUNTY

Santa Clara County has six routes now in the State's Master Plan, but only two routes have been officially designated as State Scenic Routes.

1. Route 35, the Skyline Scenic Recreation Route

Skyline Boulevard, State Route 35, is one of the most important scenic highways in the State system, and has received the greatest amount of attention among the scenic routes in Santa Clara County. Skyline Boulevard is part of a great scenic route which now follows the crest of the Santa Cruz Mountains from Highway 17 in Santa Clara County to San Francisco, and which could one day be extended to the south to connect with Hecker Pass Highway at Mount Madonna County Park.

State corridor studies have been completed in the county from Highway 17 north. The portion of the route from the Santa Cruz-San Mateo County boundaries to Route 92 in San Mateo County has been officially designated as a state scenic route.

2. Route 9, Congress Springs Road and Los Gatos-Saratoga Road

State Route 9 runs from Los Gatos to Saratoga, then turns into the Santa Cruz Mountains under the name of Congress Springs Road, and winds its way up to Skyline Boulevard. All of Route 9 is in the State Master Plan. All of Route 9 within Santa Clara County has been given recognition as a scenic road, as well as official designation as a State Scenic Route. A four foot wide bicycle lane has been built along the uphill side of Congress Springs Road.

3. Route 17, from Los Gatos to the Santa Cruz County Line

Highway 17 is both a scenic route and a very heavily traveled portion of the State Highway system. Unlike Skyline or Route 9, Highway 17 does not offer the motorist a road for recreational driving.

Highway 17 does provide an unusually dramatic approach to the urban portion of the Bay Area. It connects with the Skyline Scenic Recreation Route, passes Lexington Reservoir, and links the Bay Area with the recreational areas of the Santa Cruz County Coast.

Official designation of the route awaits action by the State.

4. Route 152, the Pacheco Pass Highway

At the same time that the Board of Supervisors requested scenic corridor studies for Route 17 and Route 280, it requested a corridor study for the Pacheco Pass Highway. As with the other two routes, the County is waiting for the State to take the next step in the process of official designation.

5. Route 156, Hollister Road

A short segment of Route 156 is within Santa Clara County. This scenic route runs from its intersection with Pacheco Pass Highway south into San Benito County and Hollister.



6. Route 280, Junipero Serra Freeway

The portion of Route 280 from San Francisco to its intersection with Highway 17 in San Jose is in the State Master Plan, but none of it is officially designated as a scenic route. Route 280 is one of the nation's most beautiful freeways, and clearly deserves the protection afforded by scenic designation. The design of Route 280 established a precedent for state freeways, particularly in introducing new concepts in bridge design and in sensitivity to the landscape.

ROUTES THAT SHOULD BE ADDED TO THE STATE MASTER PLAN

The State's Master Plan can only be changed by State legislative action. Four state routes in Santa Clara County that deserve attention by the State Legislature are:

1. Route 101, the South Valley Freeway

The South Valley Freeway is only partially finished, and is still unspoiled by commercial clutter or sprawling homesites. State scenic designation and land use protection by the County and the cities of Gilroy and Morgan Hill are urgently needed.

2. Route 152, Hecker Pass Highway

Hecker Pass Highway from Gilroy west to Mount Madonna Park and the Santa Cruz County line is an important scenic road connecting the County with the Watsonville area and Monterey Bay. The route is presently in the State Master Plan within Santa Cruz County.

3. Route 680-Route 280

The southern half of San Francisco Bay is nearly ringed by state scenic routes. Route 280 is in the State Master Plan from the Bay Bridge in San Francisco to Highway 17 in San Jose. In the East Bay, Routes 24 and 680 form a link from Oakland to the Alameda-Santa Clara County line. All that remains to complete the route is the inclusion of the Santa Clara County portion of 280 from Highway 17 to Highway 101 and the inclusion of all of Route 680 from Highway 17 to Alameda County.

4. Route 17, from Los Gatos to Campbell

The portion of Route 17 from Los Gatos to the point where the freeway crosses over Los Gatos Creek near Campbell Avenue is planned for development as a streamside park by the County, the cities of Campbell and Los Gatos, and the Santa Clara Valley Water District. Completion of this park will greatly enhance the setting of Route 17. Scenic route designation by the state would further add to the efforts to beautify this portion of the county.

THE SANTA CLARA COUNTY SCENIC ROAD SYSTEM

The Scenic Road System of Santa Clara County consists of all present and proposed state scenic routes within the county and county scenic routes. County scenic routes include scenic freeways and expressways, scenic arterial routes, and scenic rural roads. In addition to the scenic road system, local roads requiring scenic protection are included.

Freeways and expressways have been included in the County Scenic Road System to give recognition to several outstanding examples of urban road design, and to promote the protection of scenic surroundings of notable urban and rural routes. The expressways and freeways included in the County Scenic Road System are situated in scenic areas, have had careful landscaping treatment which enhances their scenic value, or they are combined with existing or planned linear parks.

Scenic arterial routes form the foundation of the County Scenic Road System. They afford the motorist beautiful vistas from good quality roads which are planned to provide appropriate public facilities for both the enjoyment of the scenery and the comfort of the driving public. For the most part these are not individual roads but groups of interconnecting roads which allow continuous move-

ECONOMIC WELL-BEING

ment through significant portions of the county. Many connect with the state scenic routes, and along with such state routes as Skyline and Hecker Pass Highway, the scenic arterials offer the best combinations of scenic beauty, environmental variety, road quality, and planned public facilities that the county can offer.

Scenic rural roads include a great variety of settings, road conditions, and local circumstances. In scenic quality many of these roads fully equal the scenic arterial routes and the state scenic highways, but each road has a flaw. Some are dead-end roads, some have no present public facilities or public points of access off the road itself, some fail to connect with other scenic roads, several are extremely narrow, some follow dangerously tortuous paths, and some have substandard paving conditions. Many of the roads connect to the scenic arterial routes and offer pleasant side trips. As road conditions are improved and as the regional parks plan is implemented, some of the roads may be reclassified as scenic arterial routes.



Local Roads Needing Scenic Protection

In addition to the scenic roads and routes, Santa Clara County has a number of very scenic local roads for which there are no park plans or other plans for public facilities.

Road conditions for these local roads range from good to very poor. Many are dead-end roads intended only to serve those living along the sides of the roads. These roads are included in this plan in recognition of their scenic aspects and the need for protection of their scenic setting. All local roads included in this report have already been given scenic zoning or have previously been identified as scenic routes in elements of the General Plan.

Problems Associated with the Scenic Road System

The County Scenic Road System is dominated by rural roads, many of which are located in mountainous or remote areas. These roads present a variety of problems, and a clear need for integration of parks, trails, and scenic road planning.

Many of the factors which make the rural roads attractive also make them hazardous, especially in the mountain areas. Roads are often narrow and winding. In the wooded areas, blind, tight corners are common. Many roads which are attractive to the motorist are equally attractive to bicyclists and equestrians. The need to establish separate bike and horse trails is apparent, particularly in the Santa Cruz Mountains near the urban area.

In addition to the hazards of driving, the rural and mountainous areas present natural hazards which are increased by the presence of roads and people. The vegetation of the rural areas of the county is extremely combustible during the summer months. Dead-end roads in these fire-hazardous areas are a particular problem because of the lack of escape routes.

Opportunities for picnickers and hikers in much of the county are limited to the developed parks. Many scenic roads have no existing public rest stops or picnic grounds

associated with them. Completion of the County Plan for Regional Parks should greatly relieve this problem.

POLICIES

1. The natural scenery which exists along many of Santa Clara County's highways should be protected from land uses and other activities which would diminish the aesthetic beauty.
2. Land use controls along scenic roads should be related to the location and functions of these roads.
3. Signs should be strictly regulated and billboards prohibited along scenic routes.
4. Future improvements to scenic roads should emphasize driving safety while minimizing alterations of the landscape.
5. County parks and park chains along scenic routes should be designed to provide view sites, turnouts, rest stops, picnic grounds, and other facilities oriented toward users of the scenic roads.
6. Litter collection facilities should be provided and maintained at turnouts and view sites along scenic routes.
7. Access and commercial development along scenic expressways should be limited to prevent strip commercial development.
8. Hiking, bicycling, and horseback riding trails should be provided along scenic roads where they can be provided safely and without significant adverse environmental impacts.
9. The Skyline Scenic Recreation Route should be completed in accordance with the recommendations of the four-county Joint Powers Committee, including development of a riding and hiking trail system along the route, and acquisition of a 100-foot right-of-way for the unpaved section of the route from Loma Prieta Road to Mount Madonna Park.
10. New structures should be located where they will not have a negative impact on the scenic quality of the area and should generally be set back at least 100 feet from scenic roads and highways to minimize their visual impact.
11. Landscaping with native plants shall be encouraged adjacent to scenic roads and highways.

IMPLEMENTATION

1. Designate all Santa Clara County roads shown in the "California Master Plan of Scenic Highways Eligible for Official Scenic Highway Designation" as official scenic highways.
(Implementor: State Legislature)
2. Add the following highways to the State Master Plan for Scenic Highways and designate them as official State scenic highways:
 - a. The South Valley Freeway
 - b. Hecker Pass Highway
 - c. Highway 17 from Los Gatos to Campbell
 - d. Freeway 680
 - e. The portion of Freeway 280 between Highway 17 and Highway 101
(Implementors: State Legislature, CALTRANS)



ECONOMIC WELL-BEING

DESIRED COMMUNITY CONDITIONS

- o Jobs in sufficient quantity, quality and variety to match the employment needs of county residents who can work.
- o Employment opportunities which provide individual self-sufficiency and gratification for those who can work.
- o An economically healthy community.
- o Effective utilization of the labor force in Santa Clara County.

COMMUNITY GOALS

1. Maintenance of a strong industrial base.
2. A sound, stable and diversified economy.
3. A level of employment compatible with the county's planned housing supply, transportation system, and improvements in environmental quality.
4. Opportunities for meaningful employment and self-sufficiency for all county residents wishing to work.
5. Adequate and effective job training programs to meet the needs of unemployed and underemployed residents of Santa Clara County.
6. Opportunities for Santa Clara County residents to live close to their place of employment.

OVERVIEW

Santa Clara County has a strong economic base. A wide variety of work opportunities exist in the County which provide many local residents with a high standard of living and opportunity for career advancement. Industry creates a strong tax base for our cities, which in the past has enabled cities to provide high quality municipal services.

The phenomenal success of Santa Clara County industry has stimulated a tremendous increase in both the rate and number of jobs. Yet this very success brings with it many paradoxes. The benefits enjoyed by many of our residents are now being eroded by serious housing, transportation, and environmental problems. Despite the rapid increase in the number of jobs, many people remain unemployed and a large segment of our population is not sharing in the county's economic prosperity.

The challenge addressed by this Plan is how to sustain reasonable levels of economic growth over the next decade that:

- o provide opportunities for local firms to grow and develop,
- o are compatible with planned increases in the county housing supply and transportation system,
- o can be accommodated with desired improvements in environmental quality; and,
- o meet the needs of unemployed persons.

This chapter is organized into two sections: Economic Development and Unemployment.

Economic Development

Characteristics of the Local Economy

Santa Clara County's present economy is dramatically different from what it was thirty years ago. During the 1950's, our local economy was undergoing a transition from an agriculturally oriented economy to one with heavy emphasis on manufacturing employment. That trend has continued and as of 1978 more than 36% of all jobs in the county were manufacturing jobs, many of which are concentrated in the electronics industry.

Santa Clara County has one of the largest concentrations of aerospace and electronics

firms in the world. As of 1978, the county had about half of California's employment in electronics and one-fourth of the state's employment in the aerospace industry. Industries in Santa Clara County receive more federal defense dollars than do industries in any other county in the state.

AVERAGE ANNUAL EMPLOYMENT BY MAJOR EMPLOYMENT CATEGORY SANTA CLARA COUNTY, 1960 - 1978				
	1960	1970	1975	1978
Agriculture	13,600	6,700	7,100	5,200
Construction	17,700	19,900	19,500	24,500
Mining	130	120	110	100
Manufacturing	70,200	125,100	154,200	185,700
Trade	40,100	77,700	96,800	118,300
Transportation, Communications, and Utilities	9,580	17,700	21,200	25,000
Finance, Insurance, and Real Estate	8,000	15,000	20,300	25,400
Service	38,700	86,000	117,200	139,000
Government	26,800	60,000	72,500	86,700
TOTAL	224,810	408,220	508,910	609,900

More specifically, the characteristics of the county's major employment sectors can be summarized as follows:

Manufacturing: Santa Clara County has the largest concentration of manufacturing employment in the Bay Area and the second largest in the state. Accounting for roughly one-third of total job opportunities, manufacturing is also the largest employment sector in the county. Electronics and other aerospace products account for about two-thirds of the total manufacturing employment. In 1978, the county's aerospace employment increased by almost 16 percent, while manufacturing employment as a whole grew by slightly under 13 percent.

The nondurable goods manufacturing sector accounts for approximately one-sixth of total manufacturing employment. Food processing employment, which dominates this sector, has remained fairly stable in the past few years.

Services: Services constitute the second largest employment sector in the county, followed by retail trade and government. Employment in both the services and trade sectors has been fueled by the county's increasing population and income levels. Providing roughly one-fifth of the county's jobs, the services sector was the fastest growing industry in the county during the 1974-1977 period. Business services, which include electronics research and development, is experiencing the highest employment growth within the sector.

Retail Trade: Retail trade employment, which now accounts for approximately 15 percent of total county employment, has been growing steadily. Shopping centers account for most of the county's retail sales and employment since there are no major central retail districts. New commercial shopping center development, however, has been declining in recent years. With fewer new residential growth areas opening up in the county, the market for new shopping centers is approaching saturation. Future shopping center development activity will increasingly involve upgrading and expanding existing centers, as well as market infilling via construction of the smaller neighborhood and specialty centers.

Economic Growth Rates

Santa Clara County has been and continues to be one of the state's fastest growing labor markets. Non-agricultural employment increased at an average annual rate of 7.5% between 1960 and 1965; 6.6% between 1965 and 1970; and 4.7% between 1970 and 1975. Between 1975 and 1980 the county's employment growth rate increased to about 7.8%.

Over the last five years, the county has added an average of 39,000 jobs per year. This rate of growth has exceeded that of both the state and the nation.

Location of Employment

Historically, industrial development has been most heavily concentrated in the North County cities of Palo Alto, Mountain View, Sunnyvale, Santa Clara, and Cupertino. This concentration of jobs in the North County cities reflects the gradual movement of jobs southeasterly along Highway 101, away from its initial center in Palo Alto and Mountain View. In 1975, about 45% of all the jobs in Santa Clara County were located in these cities.

Santa Clara, Sunnyvale and, to a much lesser extent, Mountain View and Cupertino still account for a significant amount of new industrial development. In 1977, for example, Sunnyvale and Santa Clara accommodated the largest share of new industrial development in the county. About 50% of the jobs created between 1975 and 1979 were located in the same North County cities where a very large percentage of the county's employment was already concentrated.

Future Economic Growth Potential

Recent growth trends, coupled with information contained in the employment forecasts from the County Planning Department and the State Department of Economic Development, suggest that Santa Clara County could continue to experience phenomenal economic growth over the next decade.

With expanding markets for electronics and computer related products, the long-term prospects for the electronics industry are very good. National and even international markets exist for electronics products produced in Santa Clara County. Parts produced in the county are used in products as varied as consumer goods, computers, and defense equipment. The number of service jobs is also increasing as the county becomes an important regional center for a variety of goods and services.

These strong market demands for goods produced in Santa Clara County could mean that as many as 855,000 jobs could be created in Santa Clara County by 1990. The State Economic Development Department's most recent economic forecasts for Santa Clara County suggest that there may be as many as 795,000 jobs here as early as 1985. Manufacturing employment is forecast to occupy an increasingly dominant role in the economy through 1985.



Problems and Issues Associated with Future Economic Growth

Clearly, this county's rapid industrial growth has been good for local workers, particularly those with the skills needed by high technology companies. But rapid industrial growth has also created problems for local workers and firms.

- o As companies expand their operations in Santa Clara County, they attract new workers into the area who compete with existing residents for a limited housing supply. This has been a primary cause of the ever-increasing cost of housing.
- o Workers are unable to find affordable housing, particularly near their jobs. As a result they spend considerable time each day commuting to and from work

on congested freeways and expressways. This not only reduces their leisure time, but also increases the length of time they will be exposed to dangerous levels of air pollution from cars and trucks.

- o Despite the rapid job growth that has occurred in Santa Clara County since 1975, an average of 40,000 people were unemployed each year.
- o Local companies are experiencing great difficulty in recruiting new workers. The local labor force is not able to provide all the additional workers needed by industry. Firms experience difficulty recruiting workers from outside the Bay Area because of high housing costs in this area.
- o Competition for the limited number of highly skilled workers available locally is driving up wages to a point where local firms are having difficulty competing with similar firms located elsewhere.
- o Increasing congestion on freeways and expressways during peak commute hours is making it more difficult for workers to get to work on time. Some companies are diverting company resources to provide vans and shuttle buses and to organize car pools.

The Jobs/Housing Imbalance

Many of these problems are directly linked to what has been described as the "jobs/housing imbalance." This term refers to:

- o the geographic separation between jobs and housing,
- o the gap between the rate of new housing construction and new job growth, and
- o an "excess" in the number of jobs relative to what is needed to satisfy the employment needs of the county's resident labor force.

All evidence suggests that the land use patterns and growth rates that have created the problems mentioned above will continue, unless there is a major change in local land use policy. Recent surveys of industrial location indicate that new jobs are continuing to be located far from where new housing is being built. Similarly, economic forecasts show the county's employment growing at rates faster than the rate of new housing construction. If current forecasts of economic growth are correct, the county could have many more jobs than will be needed to satisfy the employment needs of county residents.

The county will need about 735,000 jobs in 1990 to meet the goal of a job for all resident workers who could be accommodated by Santa Clara County's planned housing supply.

Clearly, the 855,000 jobs forecast for Santa Clara County will provide many more jobs than will be needed by the projected number of resident workers in Santa Clara County in 1990.

Many cities have recognized that the county's housing, transportation, and environmental problems are tied to the existing and potential future imbalance between jobs and housing. Some of these cities have adopted a policy of attaining an "internal" balance between jobs and housing as a solution to these problems.

However, if all job poor cities pursued such a policy, and job rich cities retained their existing job surplus of 126,000, the county would need about 960,000 jobs in 1990. This level of employment and associated population would have serious impacts on the quality of the environment and would severely overburden local services and facilities, now constrained by tax limitation measures.

Approaches to Future Economic Development

The economic development policies contained in this section of the Plan are intended to complement and reinforce the environmental, housing, and transportation policies of the Plan. These economic development policies must be implemented in order for the other urban policies to have a measurable impact on the land use problems that exist in Santa Clara County.

ECONOMIC WELL-BEING

The economic development policies contained in this section of the Plan are intended to manage our future employment growth so that:

- o the county's 1990 resident labor force needs for employment will be met
- o future jobs are located in places that most efficiently use the existing transportation system capacity in the county,
- o the rate of job growth is compatible with the rate of construction of the housing that will be needed by future workers, and
- o the overall amount of growth does not exceed the capacity of the county's environmental systems.

The approach outlined below rejects as unacceptable the idea that the best way to respond to growth problems is to wait passively for normal market forces to correct them, even though there is evidence that the problems that local workers and firms now face are exerting a dampening effect on the county's economic growth rate.

The market conditions that would have to prevail in order for the county's rate and amount of economic growth to stabilize at a reasonable level are unacceptable, from environmental, social and business viewpoints. Unless industry and government work together to plan the appropriate kind and rate of job growth, the pressures of industrial expansion will continue to strain environmental and physical systems beyond capacity. Without cooperation in public and private planning, future economic growth will not meet the pressing needs of county residents, nor will it allow for essential economic growth that is needed to sustain the technological innovation that has been so characteristic of Santa Clara County.

A major goal of this Plan is to encourage balanced urban development in Santa Clara County. Cities, to whom major responsibility has been given for accommodating urban development, presently have plans for a level of economic growth which cannot be accommodated without serious negative impact on the county's housing supply, transportation system and environmental quality.

Clear, explicit choices must be made about future development in Santa Clara County. Cities must now make the choice to either limit future job growth to a level compatible with existing plans for housing and transportation system improvements or modify these plans to accommodate continued long-term economic growth. To allow growth to continue without a conscious decision about future development insures that the living environment of the county will continue to deteriorate.

POLICIES

1. The number of new jobs created in Santa Clara County should be compatible with the county's planned housing supply, transportation system capacity, and improvements in environmental quality.

2. A 1990 employment level of 775,000 jobs in Santa Clara County should be accepted by all of the cities and the County as compatible with present plans for future housing construction and transportation improvements and should be used by all jurisdictions in their plans for future growth.

3. Plans for employment in excess of 775,000 jobs in 1990 should be implemented only if there is a clear commitment by the cities to expand the housing supply and to improve the transportation system and other major facilities beyond the levels specified in this Plan in ways that are compatible with the environmental goals and policies of this Plan.

4. The rate of new job formation should be consistent with new housing construction and the ability of cities to provide basic services and facilities.

5. New jobs created in Santa Clara County shall be located in closer proximity to existing and planned new housing and in areas where transportation system capacity exists through the following measures:

- a. Most new jobs created in Santa Clara County between 1980 and 1990 should be located in San Jose.
- b. No further major employment increases should occur in Palo Alto, Mountain View, Sunnyvale, Santa Clara and Cupertino, where housing and transportation system capacity is overtaxed.
- c. Job growth in the South Valley cities should be at a level consistent with the employment needs of local residents.
- d. Moderate increases in employment should occur in Milpitas, Campbell and Los Gatos, consistent with planned increases in the city housing supply.

6. Diversification in the mix of local industry shall be encouraged in Santa Clara County to achieve a broader base of industrial and commercial activities in order to insulate the local economy from possible future economic downturns and to provide more lower skilled jobs.

Managing Employment Growth

Cities in Santa Clara County will have to manage future job growth effectively to ensure that levels of employment are compatible with the county's planned housing supply, transportation system and desired improvements in environmental quality. The implementing actions summarized below propose that cities regulate new job growth in much the same ways they now control residential development: through measures to control the rate at which new jobs are formed and through actions which mitigate the impacts that new job growth will have on the transportation system and housing supply.

- o The 15 cities and the County should agree to a countywide employment level for planning for development through 1990.
- o Each city should adopt goals and annual objectives for economic development to be used as the basis for management of future job growth.
- o Each city should work with the business community to establish annual job growth targets and design and implement appropriate actions to manage the rate and amount of job growth on new and existing job sites consistent with its established annual job growth targets.

To date, there has been no coordinated attempt by the 15 cities in the county to define a level of job growth through 1990 that can be reasonably accommodated, given current plans for expansion of the county's housing supply, transportation system and the limits imposed by our environmental system. In fact, the combined plans of the 15 cities could accommodate as many as 855,000 jobs by 1990.

This level of growth would have serious impacts, which would adversely affect the quality of life enjoyed by county residents.

- o Environmental quality would deteriorate with increasing levels of air pollution, noise and pressure for conversion of open lands to urban uses.
- o Congestion on local streets, expressways and freeways would reach critical levels, with more people trying to get to job centers during the peak hour. Incommuting from other counties would more than double between 1979 and 1990.
- o Housing problems in the county would reach crisis proportions.
- o Major changes in lifestyle and age composition of the population would have to occur if the county were to experience this level of employment.

Because of the impacts associated with unmanaged job growth, an employment level of 775,000 jobs in Santa Clara County in 1990 is recommended for planning purposes to the 15 cities and the County. This level of job

growth will satisfy the employment needs of the county's expected labor force in 1990. Coupled with the proposed changes in the location of future economic growth, this level of job growth would have less adverse environmental impact than would higher levels of job growth.

COMPONENTS OF 1990 EMPLOYMENT* SANTA CLARA COUNTY

Resident workers	700,300
Second jobs of residential workers	35,000
Workers commuting into County	40,000
	<u>775,300</u>

* Assuming 1990 employment level of 775,300 workers, 5% unemployed, 5% of labor force holding 2 jobs, and accounting for County residents working in other Counties.

The economic growth potential represented by the proposed employment level of 775,000 jobs would, in many other metropolitan areas in the country, represent a phenomenal amount of growth. While it implies that the county's growth rate will have to slow down, it does allow for reasonable levels of economic growth that can accommodate the needs of firms who must expand here.

An employment level of 775,000 would not allow all cities in the county to attain a balance between jobs and housing. The City of San Jose, which presently has a large "surplus" of housing relative to jobs, would be most affected.

It would take an increase of about 134,000 jobs between now and 1990 to achieve balance between jobs and housing in San Jose in 1990, assuming their planned housing supply is constructed. As of April 1, 1979 there were about 660,000 jobs in Santa Clara County. If San Jose were the only city to add jobs in the next decade and they worked to attain an internal balance between jobs and housing, there would be about 804,000 jobs in the county in 1990. Because there will be some job growth in other cities, San Jose's existing policy to attain internal balance between jobs and housing will mean that employment in Santa Clara County would have to exceed 800,000 jobs by a large margin, thereby creating the environmental impacts mentioned above.

This employment level proposed for planning purposes enables a balance between jobs and housing to be maintained in Santa Clara County. It is both unrealistic and unwise to plan for jobs far in excess of the capacity of the county's housing supply. Adjacent counties have ambitious economic development plans of their own, and are unlikely to have "excess" workers for Santa Clara County jobs. More importantly, it is unwise to count on adjacent counties to provide housing for Santa Clara County workers because the county's transportation system, even as planned, cannot easily accommodate more than 35,000 (net) in-commuters, the level assumed in the 775,000 job level. Even if added transportation system capacity could be found, the long distances implied by high levels of in-commuting would aggravate air quality problems and waste valuable fossil fuels.

An employment level of 775,000 jobs will require major capital investments over the next decade. Our highway system will have to be expanded. Sewage treatment plants will have to be upgraded and/or expanded in South County, San Jose, and Sunnyvale. Finally, major commitments will have to be made for county residents to pay for the in-county water distribution system of the San Felipe Water Importation Project.

The employment level of 775,000 jobs through 1990 recommended in this Plan does not represent the maximum number of jobs that can be accommodated in the Santa Clara Valley. It does, however, represent an employment level that is compatible with present city plans and which can be accommodated by the limited set of transportation improvements recommended in this Plan. Plans for employment in excess of 775,000

jobs in 1990 should be pursued only if the 15 cities in the county jointly agree on ways to modify their plans to increase the supply of housing and find ways to finance additional improvements in the county's transportation system.

City Employment Goals and Objectives

Each city in the county should establish 10-year employment objectives which together are compatible with the recommended levels of employment. The establishment of these 10-year goals should occur through an inter-jurisdictional process, as suggested in the General Government section of this Plan.

- o Most new jobs created in Santa Clara County between 1980 and 1990 should be located in San Jose.
- o No further major employment increases should occur in Palo Alto, Mountain View, Sunnyvale, Santa Clara and Cupertino, where the most serious housing and transportation problems exist. (For purposes of this Plan, "major employment development" is defined as any new commercial or industrial building larger than 25,000 square feet or which has more than 100 employees.)
- o Job growth in the South Valley cities should be at a level consistent with the employment needs of South Valley residents.
- o Moderate increases in employment should occur in Milpitas, Campbell and Los Gatos, consistent with planned increases in these cities' housing supplies.

Once 10-year employment goals are established, each city should adopt annual employment objectives, to be used as the basis for city job growth management programs. Annual employment objectives would ensure that the 10-year employment goals are not exceeded and that the employment growth rate better matches the growth of the county's housing supply.

Growth rates and total amount of employment should be monitored to determine if the employment level, and goals and objectives should be adjusted. The rationale for an employment level of 775,000 jobs is predicated on assumptions about the County's housing supply, labor force participation rates, travel behavior, and a variety of other variables. Each of these variables changes over time and has associated with it a degree of uncertainty. The employment level recommended in this Plan and employment goals and objectives must be flexible so that they are sensitive to potential changes in these variables.

Job Growth Management Plans

A variety of techniques are available to cities to control the rate and amount of job growth. Local government and industry should cooperate in efforts to manage job growth to insure that the plan is both reasonable and not detrimental to the prosperity of existing firms.

Controls on the issuance of building permits for industrial and commercial development are suggested. If such controls are imposed, a lottery-type system should be used to determine which applicants receive building permits. Any applicants who can demonstrate to the satisfaction of a local city council that they can directly offset the demand for housing generated by the project by providing additions to the planned housing supply should be allowed to proceed as an exception to the lottery process.

Each city should review annually its performance in meeting the job targets. Job targets for subsequent years should be adjusted up or down to reflect city performance and/or changing conditions.

Phased Industrial Growth

According to a recent survey of vacant land in Santa Clara County, there are 9,300 acres of vacant industrial land within the urban

service areas of cities. Even with 775,000 jobs in the county in 1990, the bulk of this land would still be vacant.

The industrial lands that will be vacant in 1990 represent an extremely valuable resource to Santa Clara County. They represent one of the last remaining easily developable land resources in the county for long term future growth needs. Careful management of our remaining vacant industrial land will give the cities the greatest flexibility in responding to growth issues in the 1990's.

Cities with large reserves of vacant land for future industrial development, most notably San Jose and Santa Clara, should plan for industrial development in a way that preserves future land use options, either by designating some vacant industrial land as an industrial reserve or designating some industrial land as available for development only after a certain time.

Industrial growth should be discouraged in areas where traffic congestion problems exist or where development would create traffic congestion in excess of Service Level "D". The development of industrial lands in North San Jose and North Santa Clara would aggravate already serious transportation problems. By placing these areas into a long-term industrial reserve, localized transportation problems could be minimized.

An industrial reserve designation for the area might also have the effect of increasing the attractiveness of industrial land in the southern parts of San Jose. Development of industrial lands in South San Jose would locate new jobs closer to where new housing is being built and make the best use of existing transportation capacity.

IMPLEMENTATION

1. Develop goals for the number of jobs that can be created in each city between 1980 and 1990 so that a countywide employment level of 775,000 jobs in 1990 is not exceeded. These goals should be developed consistent with the following criteria:

- a. The job/housing imbalance in a given city does not grow appreciably worse, and
- b. New job growth is located in close proximity to existing and new housing and where transportation system capacity exists.

(Implementors: Cities, County, Private Industry)

2. Adopt annual objectives for each city, compatible with the 10-year goals, to be used as the basis for managing the amount of job growth that can occur in a given year. (Implementors: Cities)

3. Implement appropriate actions to manage the rate and amount of job growth so that development is consistent with the annual targets. The following job management measures should be reviewed for possible use in each city:

- a. Rezone excess vacant industrially zoned land to less intensive industrial uses, to residential use, or to non-urban uses so that the amount of commercial and industrial land available for development is compatible with goals for job growth.
- b. Require use permits for all new and existing commercial and industrial development to manage job density associated with job growth both on new and existing sites. Such use permits would relate to number of shifts, lot coverage, parking, and other pertinent factors.
- c. Limit the issuance of building permits for industrial and commercial development so that annual job growth is consistent with the adopted targets.

(Implementors: Cities, Private Industry)

4. Monitor and review growth levels and rates of job growth to determine if adjustment to 10-year employment goals and annual employment objectives is warranted. The employment goals and annual employ-

ment targets should be adjusted if new trends emerge in:

- a. The rate or amount of housing construction,
- b. Labor force participation,
- c. Traffic congestion, air pollution, energy consumption, or
- d. Growth pressure in environmentally sensitive areas.

(Implementors: County, Cities, Intergovernmental Forum)

5. Give highest priority to industrial growth in areas where growth will have the least traffic impact on residential areas and where there is local unemployment. Areas not immediately needed for industrial development should be preserved for future policy reconsideration by being placed in a future industrial/commercial reserve or designated as available only after a fixed point in time. (Implementors: San Jose, Santa Clara, South Valley Cities)

6. Consider the following actions in the event cities do not actively work to develop a countywide plan which contains an industrial growth management plan:

- a. Propose specific land use amendments to city plans.
- b. Pursue legal challenges to specific projects or plans which, if implemented, would have serious adverse impacts on adjacent cities and/or residents of Santa Clara County.
- c. Secure the recognition and use of the County Plan by all regional, state and federal agencies charged with the coordination of growth planning, capital grants and environmental quality.

(Implementor: County)

7. Promote the continuation of agriculture and related employment as an active part of a diversified economy.

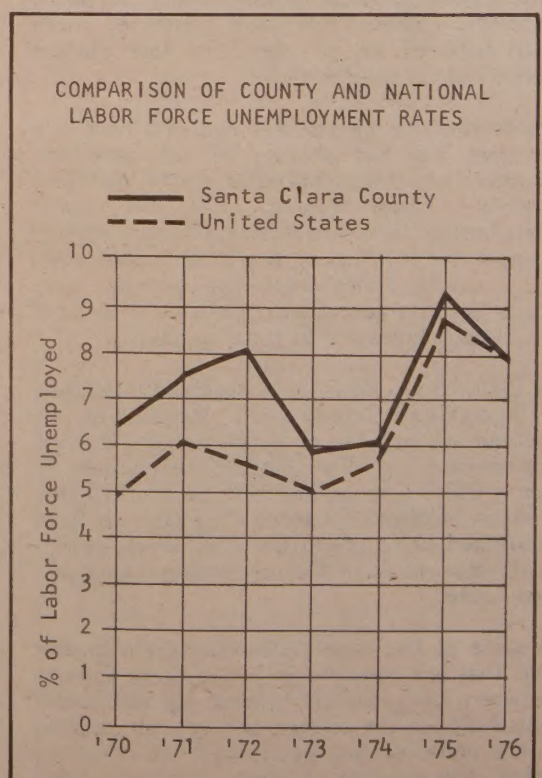
(Implementors: County, Cities)

Unemployment and Underemployment

Despite Santa Clara County's strong and growing economy, there are still many county residents who are unemployed. Some are unemployed because they lack the necessary job skills to obtain work. Others remain unemployed because the jobs which they might easily qualify for do not pay enough to offset the transportation and childcare costs they incur in order to get to work.

Unemployment Conditions in Santa Clara County

Between 1960 and 1975 employment opportunities in Santa Clara County increased two and one-half times. This was more than four times the rate of national growth. It was also double the growth rate of the State of California. Despite this job growth, the number of unemployed and the rate of unemployment in the county were relatively high, compared to state and national levels.



ECONOMIC WELL-BEING

More recently, the unemployment rate has dropped to a level lower than that of both the state and the nation, but the number of unemployed persons has remained relatively unchanged.

Unemployment has remained a problem in Santa Clara County in spite of rapid expansion of employment opportunities because the growth in jobs has been matched and at times overtaken by growth in the labor force. This increase in the labor force has resulted from high levels of immigration, people commuting into the county to work, and a general increase in labor force participation rates.

PERCENT OF CIVILIAN LABOR FORCE UNEMPLOYED, BY AGE AND ETHNIC GROUP, SANTA CLARA COUNTY, 1975							
Ethnic Group	Age						
	14-19	20-29	30-49	50-64	65+		
All	19.2	11.9	6.5	7.5	14.5	9.2	
Caucasian	16.3	10.3	5.3	6.5	12.7	7.7	
Mexican/ Spanish Heritage	35.5	20.9	15.0	19.3	33.0	19.3	
Black	36.8	19.2	11.5	14.9	25.0	16.1	
Japanese or Chinese	9.4	6.6	3.5	3.6	8.7	4.6	
Filipino	22.1	9.5	6.0	9.1	27.3	8.7	
American Indian	31.7	25.2	13.0	17.7	33.3	19.3	
Other Ethnic	25.6	14.7	9.6	11.7	28.8	12.6	

Among ethnic groups, American Indians and persons of Mexican/Spanish heritage had the highest rate with over 19% unemployed. Blacks also had a much higher than average unemployment rate. Japanese and Chinese had the lowest unemployment rate, lower even than the Caucasians who had 7.7% unemployed.

The age group with the highest unemployment rate was teenagers, with 19.2% unemployed. Those over 65 also had a high rate, with 14.5% unemployed. The lowest unemployment rates were found among persons aged 30 to 64.

The teenage unemployment problem was especially bleak among those of Mexican/Spanish heritage, Blacks or American Indians. More than 30% of these teenagers were looking for, but unable to find work. Unemployment among the elderly was also quite high among these groups. A quarter to a third of the labor force aged 65 or over among these minority groups were unemployed. Similarly, other ethnic groups (Indochinese, Polynesian, Filipinos and others) had high teenage and elderly unemployment rates.

The unemployed tend to reside in two principal areas in Santa Clara County. East and Central San Jose, Milpitas, and the South County are areas where the greatest number of unemployed persons live. Data on household income tends to follow similar patterns. In 1975, Central San Jose contained more than 46% of all of the very low income households in the county.

Those who are unemployed and who have low incomes are not sharing in the economic prosperity that has characterized Santa Clara County. From 1966 to 1974, the income distribution in Santa Clara County shifted toward the low end of the income spectrum. As a result, there were increasingly more lower income households, both as a percent of all households and in total numbers.

In 1974, about 36% of all households (142,800) in Santa Clara County were classified as low income, an increase of 61,000 households over the number of low income households in Santa Clara County in 1965. Since 1975, the number of these households appears to have stabilized at or above the 1975 level, apparently as a result of the decreasing unemployment rate.

In spite of the unprecedented growth in new jobs that has occurred in Santa Clara County between 1975 and 1979, there are still many households in the county who are not sharing in the economic prosperity that has occurred here. The incomes of these households have

not been increasing as fast as have the costs of shelter, transportation, food, and medical care.

Reasons for Unemployment

The problems of unemployment are complex and interrelated, making it difficult to determine the various causes of this county's unemployment problems. However, there are a variety of reasons which together help explain why people are unemployed in this county.

- o Some people are temporarily out of the work force because they are changing jobs or looking for work.
- o Some people are looking for work, but do not possess the skills necessary for employment.
- o Some people would work if they could overcome some of the barriers they face in seeking work.
- o Some people who could work but do not, for a variety of reasons.

Those aspects of the unemployment problem easiest to address are the problems of inadequate skills and barriers to employment.

Inadequate Skills

Some observers of the county's unemployment problems have suggested that if more low skilled jobs were created, unemployment problems would be solved. However, all available evidence indicates that there is a plentiful supply of existing low skilled jobs, and that a significant amount of current unemployment arises from a dissatisfaction with such jobs or their temporary nature. A more effective, long term strategy is to increase the skill levels of the unemployed and underemployed so that they can obtain better paying, more stable employment.

The majority of the chronically unemployed, unskilled people have not completed high school and/or do not have the reading and math skills necessary for traditional junior college or college programs. For these people, vocational training programs, oriented towards specific job related skills, are an effective solution.

Barriers to Employment

There are many unemployed people in Santa Clara County who would work if they:

- o could find affordable housing near work,
- o had adequate private or public transportation to enable them to get to and from work, or
- o could find inexpensive childcare conveniently located near their home or work place.

The present land use patterns in the county which separate jobs from housing make it difficult for the job seeker who lives in East San Jose and does not own an automobile to get to jobs in the Palo Alto, Mountain View and Sunnyvale areas. Similarly, inexpensive, conveniently located childcare is essential to single-parent households and households where both parents work.

POLICIES

1. Employment opportunities for the unemployed, underemployed and older workers who prefer not to retire should receive high priority.
2. Job training programs shall be expanded and focused to provide a better match between the skills of unemployed and underemployed residents and available jobs.
3. Barriers such as inadequate housing, transportation and childcare facilities which prevent individuals from obtaining employment should be reduced or eliminated.

IMPLEMENTING UNEMPLOYMENT POLICIES

The actions proposed to implement the unemployment policies will require the cooperative efforts of government, private industry, and non-profit skill training program opera-

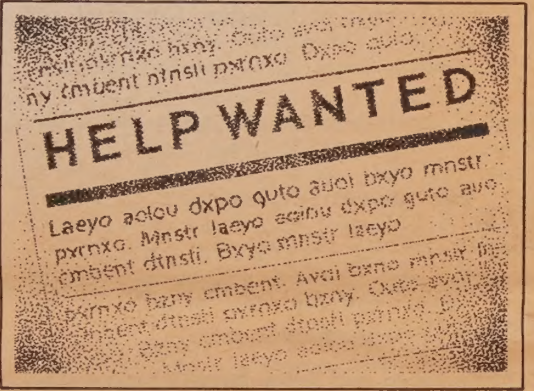
tors. In particular, private industry will have to take a much more active visible role in providing jobs, in coordinating and financing skills training programs, and in working to overcome barriers to employment that unemployed people face.

The proposed job ceiling allows for substantial economic growth over the next decade. Many new jobs will be created. Industry can and should play a significant role in ensuring that employment opportunities for low skilled and unemployed persons are available.

New Job Opportunities

Industrial growth of the type that has occurred in Santa Clara County over the last five years has provided thousands of jobs for local residents and people moving into the county who have basic skills. Industry spokespeople now talk about future economic development in the valley as continuing to be oriented toward the highly skilled research and development and corporate headquarters type facilities. They talk about locating new production operations which require routine skills out of the county. If this happens, unemployment problems for people who do not have marketable skills could grow much worse in future years.

Government, working cooperatively with private industry, must attempt to create a business environment which can sustain the kind of jobs that are most easily accessible to people having marginal skills.



Job Training Programs

There are many ongoing job training programs in the county. These programs are operated by a number of different institutions including public schools, private vocational schools, and non-profit agencies funded through the Comprehensive Employment and Training Act (CETA) of 1973.

The ongoing skills training programs in the county have a reputation for providing generally good job training opportunities, especially in:

- o targeting groups with high rates of unemployment for special training,
- o providing a wide range of support services to trainees, and
- o providing training in a variety of occupations.

However, there are problems with training programs which decrease their effectiveness. Local training program operators do not know how successfully they are meeting the needs of the county's unskilled unemployed. They have difficulty assessing industry's demand for specific occupational skills. Different programs in the county are not well coordinated. Perhaps most important, the demand for skills training is much greater than can be satisfied by existing programs at their current level of funding.

The actions listed below address these problems:

- o Create a vocational council with the active participation of skills training operators and private industry.
- o Provide better and more timely information about training programs, jobs, and skill requirements to job training program operators, referral agencies, and the unemployed.
- o Expand skills training programs by increasing their level of funding and by expanding programs in areas where training programs are not now available.

Barriers to Employment

The basic development policies and actions for transportation, economic development, and housing will help minimize or eliminate the housing and transportation problems unemployed people face.

The economic development and housing policies will over time alter the county's land-use pattern by moving jobs closer to places with high concentrations of unemployed people and by providing more affordable housing near places where existing jobs are concentrated. The transportation policies will have the effect of expanding the county's roadway capacity and transit system, making travel easier within the county.

Additional actions to discourage discrimination, to promote the establishment of childcare programs, and to encourage public schools to continue offering "English as a second language" programs where funding permits, will further minimize barriers to employment.

Most of the actions proposed to address unemployment problems will cost money. Many of the actions are already being partially implemented with tax dollars and with private industry support. Other actions, such as expanding childcare facilities, do not involve a large public expenditure, because they are run and operated entirely by private individuals or firms.

These actions, as with all other implementing actions in the Plan, will have to be evaluated to determine if the public costs of the action are justified by the public benefit derived, or by the costs, both public and private, of not implementing the proposed actions.

IMPLEMENTATION

1. Retain and/or expand those jobs matching the skills of the locally unemployed, and improve opportunities for those underemployed.
(Implementors: Private Industries, Cities and County)

2. Form cooperative vocational councils (cvc) with the participation of managers of public and private job skill training programs, local private industries, community colleges, community based organizations and government agencies. The function of the cvc would be:

- a. to act as coordinating agencies for public and private job skill training programs,
- b. to eliminate unnecessary duplication of services, and
- c. to review and approve the courses for curriculum quality, need and quality of services provided

(Implementors: Santa Clara Valley Employment Training Board (SCVETB))

3. Augment existing programs designed to inform the unemployed of job training programs and employment opportunities available in the county.
(Implementors: State Employment Development Department, Cooperative Vocational Council)

4. Develop a coordinated outreach program directed at secondary schools and beyond, to explain and emphasize the skills and educational background required to obtain employment in the county.
(Implementors: Cooperative Vocational Council, Office of Education, Private Industry)

5. Provide an alternative to existing two year community college curricula to provide skill training with certification within six months.
(Implementors: Community Colleges)

6. Encourage the establishment of vocational training programs in the South County.
(Implementors: SCVETB, Cooperative Vocational Council)

7. Encourage more active private sector use of Comprehensive Employment and Training Administration (CETA), work/study, and work experience programs to provide on-the-job training.
(Implementors: Private Industry, SCVETB)

8. Expand industry sponsored and financed job training programs.
(Implementors: Private Industry)

9. Encourage changes in public manpower training funding policies to give a higher priority to vocational training programs.
(Implementors: SCVETB, Department of Labor)

10. Continue to monitor the impact of job growth in reducing unemployment and underemployment in the county.
(Implementors: State Employment Development Department)

11. Reduce work impediments, such as inadequate public transportation, limited housing opportunities near places of employment, and expensive and limited child care facilities with the following measures:

a. Locate new jobs in or near areas of high unemployment.
(Implementors: Cities, Private Industry)

b. Improve transit service between areas of high unemployment and existing and new jobs.
(Implementors: Santa Clara County Transit District, CalTrans, Private Industry)

c. Facilitate construction of new housing for low and moderate income households to increase the opportunity for people seeking work to live near their place of employment.
(Implementors: Cities and County)

d. Promote alternative modes of work, such as shared jobs, and jobs with reduced or flexible work hours.
(Implementors: All Employers)

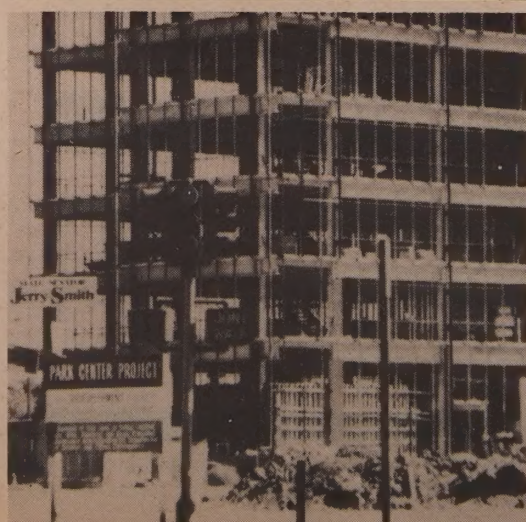
e. Discourage discrimination in employment against women, youth and minorities.
(Implementors: Cities, County, State and Federal Government Agencies)

f. Encourage the establishment of industrial child care programs as a means of providing low cost and/or convenient child care.
(Implementors: Private Employees)

g. Reevaluate governmental regulations and restrictions which inhibit the establishment of child care centers.
(Implementors: County, Cities)

h. Require job training operators to inform potential trainees of their specific program placement record and job availability before a commitment is made by the trainees.
(Implementors: Private Industry, Public and Private Job Skill Training Programs)

i. Continue to offer "English as a second language" programs where funding permits them to do so.
(Implementors: Public Schools)



PUBLIC SAFETY

GOALS

DESIRED COMMUNITY CONDITIONS

- o Public peace and order
- o Safety of life and property

COMMUNITY GOALS

1. Life and property protected from the dangers of flood, earthquake, landslide, fire, airport accidents, dam failures and unsafe structures.

2. Impacts of disasters and other emergencies minimized.

3. Hazardous traffic situations prevented.

4. Consumer fraud prevented.

Role of the General Plan in Public Safety

The County's commitment to public safety encompasses two broad areas of responsibility. First is the direct provision of public safety services and the planning necessary for prevention of crime; this area lies largely outside the present content of the General Plan. The second area is the planning for a safe environment in which the public is not exposed to unnecessary risks to life and property and which can be reasonably served by public safety agencies. This second area of responsibility rests with the General Plan.

The major subject matter of this chapter of the Plan is the avoidance of risks encountered through land development. In addition to the specific content of this chapter, there are a number of policies within the Plan which advance the full array of County goals and policies for public safety:

Minimizing of Traffic Hazards

The policies for development and approach to specific area circulation planning called for in the Constructed Environment chapter of the Plan, and the policies contained within the Transportation Chapter are intended to improve the safety of our roads.

Prevention of Crime

It is widely held that the establishment of communities with a sense of identity, affordable and decent housing, recreational opportunities, an economy offering positive choices for jobs, and adequate public services are major environmental factors in the prevention of crime. Each of these conditions is of major importance in the package of policies related to urban growth and development contained within the General Plan.
(See Constructed Environment)

Communities Which Can Be Served By Police and Fire Services

Two of the major policy packages of the Plan are significant to all service providers. First is the urban service area concept which assures that development is tied to government's fiscal ability to provide services and that new development will be geographically contained in a serviceable area. Second are policies on the annexation of unincorporated pockets to cities and the rationalization of service provision to unincorporated pockets between the County, the cities, and special districts.
(See Constructed Environment chapter, section on Unincorporated Pockets)

Hazards in Land Development

Land development in the unincorporated area is subject to a number of hazards to life and property, including seismic and non-seismic

PUBLIC SAFETY

conditions of land instability, flooding from several causes, fire and dangers from airport operations. These safety issues are the focus of this chapter of the General Plan.

Many of the hazards discussed in this chapter are avoidable; they only pose a risk to life and property when people decide to use the land in ways which are unsuitable for the conditions in an area. This is clearly the case when people choose to build homes or roads in landslide areas or in flood plains. Other hazards are inherent to life in the county, such as earthquakes, and must be addressed through actions which mitigate but cannot eliminate their risks. Most of the actions available to the County to avoid or minimize risks impose a degree of control and restriction on private property. In establishing these restrictions, the General Plan is attempting to protect the public health, safety, and welfare within the following framework of values:

- o No individual should be allowed to take actions which impose significant, demonstrable risks on his or her neighbor or on the community at large.
- o No individual involved in the subdivision, construction, or subsequent purchase of developed land in hazardous areas should be placed in jeopardy through failure to adequately assess the risks of a development proposal.
- o Private development in hazardous areas should not be allowed to impose a fiscal burden on the general taxpayer through actions which are likely to have unusually high service and maintenance costs.

The approach taken in the General Plan involves: 1) land use designations that minimize population in hazard areas; 2) control of future city expansion to avoid hazardous areas; 3) assessment and conditioning of development applications according to the hazards on a site; 4) policies tailored to specific hazardous conditions; and, 5) an action program to improve overall safety conditions within the county.

POLICIES

1. Development in areas of hazard due to unstable land, fire, flooding, and airport operations shall be limited and designed to reduce the risks to an acceptable level:

- a. In areas of highest hazard, such as floodways, active landslides, fault traces, and airport safety zones, there shall be no new habitable structures allowed.
- b. In areas of probable high hazard, there shall be no major structures for involuntary occupancy, such as schools, hospitals, and jails.
- c. In all hazard areas, projects shall be designed to avoid placement of improvements where they would be jeopardized by hazards, where they would increase the hazard potential, or where they would increase the risks to neighboring properties.

2. Areas of significant natural hazard shall be designated in the General Plan as resource conservation areas with low development densities to minimize exposure to risks, and projects shall be conditioned to avoid unnecessary risks.

3. Cities should not expand their urban service areas into undeveloped areas of significant hazard.

4. Available resources in the event of a disaster affecting the unincorporated area or more than one city shall be coordinated by the County.

5. Hazardous traffic situations shall be minimized on the streets, roads and expressways under County jurisdiction.

6. Laws shall be enforced in the unincorporated areas of the county and in cities contracting with the County for police services.

7. In matters of public safety, law enforcement agencies in the county should strive to achieve the minimum necessary response time to requests for assistance and reports of crime.

8. Known hazard information should be reported as part of every real estate transaction.

9. Proposals for General Plan amendments, zone changes, use permits, variances, building site approvals, and all land development applications subject to environmental assessment shall be reviewed for hazardous conditions utilizing the best available data.

10. The following series of General Plan Reference Maps shall be maintained and periodically updated to aid in the review of proposals for potential hazards.

a. Relative Seismic Stability Map

b. Composite Geologic Hazards Map (A compilation of Alquist-Priolo Special Studies Zones geologic hazards data from the series of special studies conducted in the county by the State Division of Mines and Geology and by the U.S. Geologic Survey, and the San Jose Geotechnical Study by Cooper Clark and Associates). Additionally, site specific geologic studies shall be kept on file and used.

c. Soil Creep (based on data from the U.S. Soil Conservation Service and slope maps generated by the U.S. Geologic Survey).

d. Saturated, Unstable Soils (based on data from U.S. Soil Conservation Service and mapping by Cooper Clark and Associates and Tudor Engineering Co.)

e. Slope Map Series (U.S. Geologic Survey)

f. Flood Hazards (A compilation of National Flood Insurance Rate Zones).

g. Relative Fire Hazard Rating (County Planning Department interpretation based on the fire rating system of the California Division of Forestry).

h. Dam Inundation (A compilation of maps from the State Division of Safety of Dams)

i. Airport Safety Zones (Santa Clara County Airport Land Use Commission)

j. Solid Waste Disposal Sites.

11. Proposals involving potential land instability or geologic hazards shall be referred to the County Geologist for review and recommendations.

12. Proposals involving potential flood hazards shall be referred to the Santa Clara Valley Water District for review and recommendations.

13. Where needed to adequately assess the hazards of a proposal, the County shall require on-site investigations by competent professionals.

14. Proposals shall be conditioned as necessary to meet the County Government Policies on Public Safety. Projects that cannot be conditioned to avoid hazards shall be conditioned to reduce the risk to an acceptable level or shall be denied.

IMPLEMENTATION

1. Adopt specific criteria which interpret the Public Safety section for use in reviewing zone changes and land development projects. Amend ordinances as needed to implement policies. (Also see Constructed Environment section)
(Implementor: County)

Hazards of Land Instability

Santa Clara County is beset with a number of problems of land stability, some due to seismic conditions and some due to other causes.

The unstable land hazards which would confront development in the absence of seismic activity include:

Expansive Clays
Peat and Highly Organic Soils
Bay Mud and Saturated Soils
Soil Creep
Uncontrolled Solid Waste Disposal Sites
Landslides

Additional hazards due to seismic activity, or earthquakes, include:

Ground Shaking
Ground Failure from Earthquakes
Ground Displacement Along Faults
Water Movements Generated by Earthquakes
Inundation Due to Dam Failure

Non-Seismic Hazards of Unstable Land

Many areas which are hazardous due to seismic conditions are also hazardous without the threat of an earthquake, but the hazards may occur over a longer period of time as compared to an abrupt catastrophic happening.

Each year the rainy season will cause some changes in the shape of the land. The increased weight of the moisture can bring down an unstable land mass as a landslide or mudslide. Heavy rainstorms may erode new and/or deeper gullies. Most of these natural earth processes can be triggered or accelerated by careless works of man through road cuts, grading, additional loads, removal of vegetation, and misdirected drainage.

There are several categories of unstable land which should be used primarily for open space uses.

Expansive Clays

Expansive clays are a poor foundation material because they swell when wet and shrink when dry, producing extensive cracks. "The expanding clay has enormous power to move the foundations of even heavy structures placed directly upon it. Since the movement is not uniform, such foundations become cracked and the supported structure damaged. These movements are repeated during each new wet-dry cycle in the clay with the result that damage to the structure increases with time. Expansive clays are commonly encountered in developments, and methods used to overcome their effects on structures have become standard practice." Past damage to structures due to expansive clays has been severe and the phenomenon continues to be one of the major hazards in developing flatlands. However, the effects of these clays may be partly mitigated as a result of soils engineering studies required of subdivisions by the Subdivision Map Act.

Peat and Other Organic Soils

There are a few areas in the county that are composed of peat and other highly organic soils. These soil types are often found in existing or former low marshy areas, so the organic material is the result of partly decomposed vegetation. The major problem with peat and other organic soils is their high compressibility. "Fibrous soils like peat cannot be compacted by any feasible means and are not usually utilized as foundations material. Where peaty soils are drained, oxidation takes place producing a loss in soil volume and result in ground subsidence. Subsidence due to oxidation of peaty soils in Santa Clara County should involve relatively small areas. However, the effect is exaggerated where fills are placed over compressible, soft organic layers; and the combined weight of the fill material and the building may result in serious settlement." Such soils are found in former marshland areas and should be avoided.

Bay Mud and Other Saturated Soils

Young bay mud and areas of saturated soils in other parts of the county have severely limited ability to support buildings and fills due to their inadequate strength under static loading conditions.

These soils are compressed by the weight of fills and improvements. Gradually, fills and buildings sink and displace the soils which rise in waves surrounding weighted areas. In very deep bay mud, rings of mudwaves develop surrounding heavy fills at distances of as much as 1,000 feet from the weighted area.

"Differential settlements may be caused by non-uniform thickness of bay mud or overlying fill, or by a change in composition within the mud. These conditions leading to differential settlement are very likely to be present in the Baylands because of the elaborate system of meandering sloughs in the marshlands that represent waterways for the ebbing and flowing tides. As these meanders change location, they may be backfilled by very soft bay mud, by sand, or by peat deposits, and be difficult to recognize at the surface. Fill that might be placed over such an abandoned meander could experience differential settlements as a result of these changing conditions." (The Planning Policy Committee Baylands: "Geology and Structural Engineering")

Soil Creep

Surface material comprising many of the hillsides in the county are undergoing downhill creep. The soils in such areas contain particular clays which expand as they absorb water and contract as they dry. Such soils are found in areas throughout portions of the county. When they make up flat or very gently sloping land, building methods can compensate for soil expansion, adding little to overall construction and utility costs.

In hillsides, however, these expansive soils produce a much more intractable problem. As these sloping soils contract, cracks open between blocks of soil. Wetted soils then expand, but tend to expand with gravity, filling lower voids rather than uphill voids. Gradually the cumulative movement over time occurs in the top layers of soil to a depth of about four feet.

Soil creeps at a rate determined by the particular soils' expansive properties, the degree of slope, and the number or severity of wet/dry cycles. Heavy vegetation cover tends to reduce the severity of wet/dry cycles so the evidence of soil creep potential may go unnoticed. Improvements supported by sloping expansive clay soils are severely strained. Buildings may be gradually pulled apart, water and sewer pipes may be separated, roadways may become separated or shifted.

Standard construction practices are inadequate on such soils. Furthermore, roads and utilities necessary to the establishment of habitable structures are subject to the same forces and failure.

When land is restructured for hillside roads and building pads, two primary factors contributing to soil creep are exaggerated. Slopes are steepened and the severity of wet/dry cycles may be increased due to vegetation removal. These two factors can initiate serious soil creep where it may have been undetected prior to earth or vegetation disturbance.

Uncontrolled Solid Waste Sites

"The magnitude of settlement and differential settlement that can be expected in an uncontrolled dump fill is not necessarily any greater than that which might be experienced at a site underlain by bay mud. However, the behavior of uncontrolled dump fills is very erratic and unpredictable because of the great variation in their composition and denseness.

Structures located on uncontrolled dump fill must be supported on pile foundations extending through the fill into bearing soil. The heterogeneous nature of the fill, which may

include concrete, auto bodies, tires, and brick, makes installation of piles very difficult and costly. Settlement of the fill relative to the pile-supported structure also creates problems with respect to utility connections, surface drainage, and access to the building." (PPC Baylands "Geology and Structural Engineering")

Industry has produced complex organic compounds, heavy metals, acids and bases. Products made from these substances are designed for a relatively short useful life span. Mixed in solid waste sites, these substances combine to form hazardous substances which often grow increasingly hazardous over time. Solid waste produced per capita continues to increase and the population continues to grow. The combination of all these factors has created specific land use problems and constraints.

Toxic gases and poison liquids (leachate) are produced within solid waste sites. Gases produced include hydrogen sulfide (a lethal gas) and methane, a flammable, explosive gas.

Landslides

Landsliding is an all too common condition in Santa Clara County. Homes have been lost, roads have been placed where they trigger slides and require enormous public expense to maintain, and utilities have been disrupted. Most landsliding is natural, but all too frequently, damaging landslides have been due to human carelessness in construction.



Some of the problems created by allowing construction in areas where landslides exist and/or where landslide susceptibility is high include:

- o additional landslide inducement,
- o potential physical hazard to the future inhabitants,
- o potential substantial property loss and personal anxiety costs,
- o potential losses and costs for public roads and utilities,
- o increased insurance costs,
- o potential public costs for disaster relief,
- o loss of integrity of sanitary waste handling systems and the threat to public health, and
- o erosion and sedimentation of disturbed earth materials.

Most sloping land has some potential for landsliding. Slope stability is affected by several interrelated factors:

1. Steepness of slope: Everything else being equal, landslides occur more readily on steep slopes.
2. Weak earth materials: Weak unconsolidated soil units and formations with high clay content increase the probability of landslides.
3. Water: The addition of water to earth materials can decrease resistance to sliding. Water decreases internal friction between particles of earth, decreases cohesive forces binding clay minerals together, lubricates surfaces of layers along which slippage may occur, changes the center of gravity of the soil mass, and adds weight to marginally stable slopes.

Water can cut away the critical stabilizing base of slopes. Alteration of water paths and

concentration of water may result from cutting into earth formations with road cuts, building pad cuts, stream diversions, septic tank effluent, and irrigation.

A stable water regime may be changed and landsliding promoted by removal of vegetation by mechanical means, herbicides or fire. In seasons when rainfall is high, more landsliding can be expected.

4. Structural properties of materials: The orientation of the layering of rocks and sediments relative to slope direction affects landslide potential. It is especially critical when the layering is inclined downslope at the same angle as the slope itself.

5. Vegetation: Roots bind soils in place, and root systems and mulch capture and hold water for a time, protecting earth materials from concentrated water impacts. Leaves shield sloping soil from the destabilizing effect of rain impact. Plant transpiration uses some groundwater. Plants shade soils in the summer helping to keep upper soil layers from excessive drying. Fire is a special hazard in landslide prone areas. Many new landslides can be expected following "hot" fires, particularly in areas where chaparral is the dominant vegetation. Logging can instigate landsliding. Many steep forests are not suitable for logging due to the landsliding that would follow.

6. Seismic activity: Seismic motion increases landslide potential. All of the natural factors that promote landslide development are present in the hills and mountains of the county. Landslides vary in size, age and degree of activity. Landslides may take place very quickly or, more commonly, may extend over many years, becoming more active in the rainy season.

Development may exaggerate three of these six contributing factors. It generally requires additional steepening of the land through road cuts and building pad construction. Rearranged earth materials are very often poorly consolidated unless they have been carefully engineered. Weight of water is generally added due to septic tanks and irrigation. Water redirection and concentration can be expected due to restructuring of land forms to build roads and buildings. Vegetation is often removed. If trees are replaced, it may take several decades before soils can be stabilized by root systems and mulch cover.

Because of the persistent problems of landsliding, the County has initiated a review process for development proposals to identify land instability and make appropriate conditions on the applications. The County has also adopted a strict Geologic Hazard zone to control development in large area-wide landslides. This zoning district has been applied to a major slide area at Congress Springs Road.

Seismic Hazards

Earthquake hazards are of major importance in Santa Clara County. Most of the population of the County is located between the San Andreas fault zone to the west and the Hayward and Calaveras fault zones to the east. Many secondary faults related to these major fault zones are located throughout the mountainous areas, and some faults extend beneath the thick alluvium underlying Santa Clara Valley.

Since 1900, more than 1,900 earthquakes have been felt or located in or near Santa Clara County. Several of these earthquakes caused damage, but many were barely noticed.

The epicenters of nearly all great to moderate earthquakes and most minor earthquakes are located along or on faults. Major faults extend from various depths within the earth upward to the ground surface. The intersection of the fault plane with the ground surface is called the fault trace. Minor faults may intersect ground surface or may exist entirely below ground surface.

It is generally believed that ground shaking and other earthquake phenomena are the direct result of sudden movement of blocks of

PUBLIC SAFETY

the earth's crust along faults. Faults are thus defined as boundaries between intermittently moving blocks of rock. Widths of these blocks range from several meters to several thousand kilometers (sometimes including entire continents). The large blocks are more correctly described as "plates" because their width is very large compared to their thickness. As an example, the San Andreas fault system seems to be a boundary between two continent sized crustal plates, the North American and Pacific plates. These plates are drifting past each other at a slow but continuing rate of several centimeters per year. The Pacific plate is moving northwestward with respect to the North American plate.

Major surface movements along faults result when major and great earthquakes occur at shallow depths. Smaller magnitude earthquakes are associated with displacement of progressively smaller blocks, shorter faults, and smaller displacement along the faults.

There are four distinct but interrelated earthquake phenomena that constitute potential hazards to a populated area. In order of generally decreasing potential for life loss and property damage, they are: 1) ground shaking; 2) ground failure; 3) ground displacement along fault traces; and 4) water inundation by earthquake-generated waves and dam failures.

Ground Shaking

This phenomenon is the most widespread effect of any given earthquake, thus affecting the most people. It is present to some extent in all earthquakes.

Studies of many earthquakes have indicated that damage is generally greatest in areas where soils and surficial units are fine grained, compressible, and saturated with water. Conversely, damage seems to be least in areas of little or no surficial material or where bedrock is massive, hard, dry, and relatively unfractured or unweathered.

During the 1906 San Francisco earthquake (magnitude 8.3), damage in Santa Clara County ranged from light (cracked chimneys) to severe (collapse of buildings). Many buildings collapsed at Stanford University, in San Jose and at Agnews State Hospital. In San Jose, there were at least 30 deaths and 10 seriously injured. At the asylum at Agnews, 117 or more people were killed. Much of this building damage, particularly at Agnews, was considered to be due to "poor" construction, considered as sub-standard even by 1906 standards. Water was thrown out of reservoirs near Palo Alto and out of the sulphur baths at Alum Rock. Many persons observed waves in the ground surface approximately one foot high. Generally, the most severe damage occurred at sites underlain by unconsolidated alluvium. In the southern part of the county, damage was observed to be greater in the Morgan Hill-Gilroy area than in the mountains to the west. Even in these mountains, houses on alluvial land suffered noticeably more than those on more solid ground.



Ground Failure

Ground failure includes landsliding, liquefaction, lateral spreading, lurching, differential settlement, and bedrock shattering. All of these involve a displacement of the ground surface due to loss of strength or failure of the underlying materials during earthquake shaking.

Landslides involve downslope movement of soil and rock material. They include a wide variety of materials and mechanisms ranging from rockfalls to earth flows. Earthquake-induced landslides will occur generally in the same areas as landslides induced by other natural energy sources, such as intense rainfall, and may be indistinguishable from them in appearance. The addition of earthquake energy may induce landslides that otherwise might not have occurred until a future rainy season.

Landslides on hillsides are due to failure of either surficial material (soil, colluvium) or bedrock or both. Landslides in areas of low slope angles can result from liquefaction of subsurface sand layers during earthquakes, as in the Alaska earthquake of 1964 and the San Fernando earthquake of 1971.

Liquefaction, lateral spreading, lurching, and differential settlement usually occur in soft, fine-grained, water-saturated alluvium generally found in valleys. This phenomenon was reported along lower Coyote Creek accompanying the 1868 and 1906 earthquakes and along the Pajaro River in 1890 and 1906.

The liquefaction process involves significant strength reduction in a buried layer of water-saturated silt or sand, resulting in a temporary quicksand condition and ground failure. Buildings with foundations resting in such layers may rotate to nearly horizontal positions or sink into the temporarily fluid layer. Also, the temporary quicksand may move as a fluid upward through vertical cracks in overlying formations to create "sand boils" at the ground surface.

Lateral spreading results in a dominantly horizontal displacement of flat-lying alluvial material toward an open or "free" face, such as the steep bank of a stream channel. This movement is due to failure, perhaps liquefaction, of one or more layers of alluvium exposed in the free face. In the gently sloping areas around San Francisco Bay, this type of failure will probably be the most pervasive liquefaction-related failure.

Other forms of ground failure related to water in structurally weak materials are lurching, also referred to as ground fissuring or ground cracking, and differential settlement, also referred to as consolidation subsidence.

Bedrock shattering can occur in hard bedrock on hillsides during earthquakes. These multiple bedrock cracks are often concentrated along narrow ridge crests between deep valleys. These cracks are probably the result of intensification of ground shaking amplitude along narrow ridge crests. Such bedrock shattering occurred in the San Gabriel Mountains during the 1971 San Fernando earthquake.

The 1906 San Francisco earthquake caused ground failure in many areas of Santa Clara County. Numerous landslides occurred in the Santa Cruz Mountains, along the trace of the San Andreas fault zone. Landslides also occurred in the Diablo Range, in Penitencia Creek and other areas. Bedrock shattering was observed along Monte Bello Ridge in the Santa Cruz Mountains. The effects of liquefaction, lateral spreading, lurching, subsidence, and differential settlement were observed northeast of Mountain View and along Coyote Creek. Along Coyote Creek, lateral spreading toward the free face of the creek channel, lurching and differential settlement caused severe damage to houses and roads. Orchard trees were displaced laterally as much as six feet. The largest cracks were five feet wide, six feet deep, and 100 feet long. Numerous sand boils were associated with these cracks. Locally, in smaller valleys within the mountains, noticeable settling of water-saturated alluvium occurred, as in Uvas Creek Valley.

Ground Displacement Along Fault Traces

Ground rupture along fault traces usually is restricted to earthquakes of more than 5.5 magnitude. The length of ground rupture and amount of displacement is directly related to earthquake magnitude. During the 1906 San Francisco earthquake (magnitude 8.3), ground

rupture occurred along 270 miles of the San Andreas fault trace. A maximum of 20 feet offset occurred near the epicenter in Marin County.

In addition to ground rupture, portions of the County are subject to slow movement or fault creep. Fault creep is presently occurring along the Calaveras Fault and has necessitated the strengthening of the Cochrane Bridge. The Sargent Fault is known to be creeping south of Hecker Pass Highway at a rate of about three millimeters per year.

The San Andreas and Calaveras fault zones are considered to be active fault zones in Santa Clara County. Along the San Andreas fault zone, a magnitude 8.0+ earthquake is possible, and a maximum displacement of up to 20 feet can be anticipated. Along the Calaveras fault zone, a magnitude 7.6 earthquake is possible and displacement of more than 10 feet can be anticipated.

The Hayward, Calaveras, San Andreas, and Sargent Faults are all active. The Silver Creek, Coyote Creek, Evergreen, Quimby, Berryessa, Crosety, Piercy, San Felipe, Sargent, Shannon, and Animas fault zones are regarded as potentially active. The Silver Creek fault zone has been projected northwestward from the foothills along Silver Creek across a densely populated part of San Jose.

In compliance with State legislation (Alquist-Priolo Geologic Hazard Zones Act), the California Division of Mines and Geology has established Special Studies Zones along fault zones considered to be active or potentially active. Regarding proposed development for human occupancy within these zones, special studies relating to earthquake hazards will be required and are to be submitted to the County Geologist for review.

Water Movements Generated by Earthquakes

Water movement generated by earthquakes has the potential for causing damage in parts of Santa Clara County. These include tsunamis, landslide splash waves, and seismic seiches. An added hazard is flooding due to dam failure or failure of levees, discussed separately in this chapter.

These water-related seismic hazards reinforce natural resource reasons to maintain both the Baylands and the areas near reservoirs as open space under resource conservation land use designations.

Relative Seismic Stability Map

In order to create a composite picture of the seismic hazards within the county, a Relative Seismic Stability Map has been included in the General Plan. This map gives a very generalized interpretation of hazards and guidance for more detailed site-by-site review of development. (Map available for inspection at the County Geologist Office.)

Potential Impacts of Seismic Activity

To assess the impact a major earthquake will have on this county, two earthquakes are the most informative. The 1906 San Francisco earthquake furnishes the best information on the potential ground motion that could be expected; however, because so much cultural change has taken place since 1906, a more recent earthquake is probably a better indicator of the potential reaction of today's structures and urban fabric. The San Fernando earthquake is probably the best available model to examine for effect on current urbanization, though a much more powerful earthquake can be expected here.

In 1906, the population of the county was roughly 65,000 people, 5% of the current county population. Very few people were located in areas where major earthquake-induced land alteration took place. Narrow canyons experienced rockfalls and earthflows, numerous fast moving slides were triggered in the hills, and creeksides and baylands liquified or failed by rotation. These areas were sparsely inhabited; however, lives were lost. The extent of development today places vastly more people in serious risk from a similar earthquake.

The combination of a very large population and the many seismic hazards present within the county add up to potentially very serious problems. In order to be prepared to face the possibility of widespread damage from a great quake, it is necessary to take stock of the critical components of the urban area: the structures in which we live and work, our patterns of daily activity and the dependability of the "lifelines" necessary for daily functioning of the area.

Safety of Structures

Most of the homes in the valley are single-story, wood frame structures of relatively recent construction. These are probably the safest class of structures and are capable of withstanding severe ground shaking with minor damage. Two-story homes with garages below, old homes not adequately tied to their foundations, and contemporary design with split levels or large areas of glass are most likely to suffer damage. The low densities of development in suburban housing tracts are also an advantage since low densities help mitigate the spread of fires within a neighborhood. In the 1906 earthquake, eighty percent of the damage done in San Francisco was due to fire which spread rapidly in the dense buildings of the city.

The structures where the population works are of mixed earthquake resistance. Again the older structures, especially those of unreinforced masonry, must be the subject of greatest concern. New buildings are subject to modern codes which include seismic safety requirements, but these codes offer no guarantee. Among new buildings, it is clear that small steel frame buildings are generally the safest, while tilt-up structures may be regarded as posing a greater risk. In areas with ground disturbance in the San Fernando Quake, there was a 20% loss rate to tilt-up structures, with the roof-to-wall connections showing particular stress. There is no overall assessment of the adequacy of our buildings to protect lives during an earthquake. Severe property losses can be expected.

In addition to the possibility of damage to the building and its occupants, hazards outside the building can cause injury to people in the streets. One of the psychological reactions to human beings upon being subjected to an earthquake is to escape. This usually involves running out into the street, among other places, thus exposing themselves to additional injury. Buildings which are located too close to each other will pound together in a rocking motion during an earthquake. This rocking is usually intensified when the buildings are located on poor foundation soil. Falling debris is responsible for the majority of human injuries. The solid debris is usually made up of non-structural parts of the building such as veneer and window glass and the projecting parts such as gable walls, chimneys (unreinforced), pediments, and parapets.

Emergency Preparedness

The human loss and suffering likely to occur from an earthquake would vary depending upon the time of day. If a large earthquake were to occur at 2:30 a.m. the greatest proportion of the population would be at home in bed; at 2:00 p.m. most people would be away from home, at work, school, or on business; and from 4:30 to 6:30 p.m. the commute traffic would be on the road.

There are three entirely different scenarios for each of these time frames. The first would focus on the condition of residential structures and their locations; the second on the daytime scenes--offices, schools, commercial and industrial structures; and the third on freeways, overpasses, bridges, and roadways.

The San Fernando earthquake occurred early in the morning when most people were at home. The Alaskan earthquake occurred on Good Friday when school was not in session. The "middle-of-the-day" earthquake which would catch most people away from home could cause the most confusion since the normal human reaction to such an event is to find out as quickly as possible about the safety and welfare of family, relatives and

friends. This kind of reaction clogs lines of communication and roadways, often to the detriment of rescue efforts of fire, police, and other emergency services.

Emergency service training exercises, held at least once a year, acknowledge that in the event of an earthquake of a large magnitude, only the highest priority emergencies would be dealt with in the first 24-36 hours. This means that most households will have to cope with their own situation during that time period. The idea that one can get into one's car and seek aid may not be plausible.

Most emergency plans in California assume large scale disaster, such as a major Bay Area earthquake. Mutual aid may not be available from outside agencies in the first 24 to 48 hours. Political jurisdictions as well as families and individuals should prepare for self-help during the early stages of a major disaster of emergency. Each household should set aside food, water, and emergency supplies for a 2-3 day period.

The County Office of Emergency Services has prepared and is responsible for the County's Operational Area Emergency Plan which details the tasks and responsibility of both public and private agencies in responding to major disasters. This plan's aim is to assure that the county is organizationally prepared to meet a disaster.

Beyond an organizational response, steps should be taken to minimize the risk of earthquakes and to plan for what happens after an earthquake.

Critical structures in high hazard areas should receive high priority for building inspection for hazards if they were not built with specific standards.

If, for planning purposes, it is assumed that the freeways are not usable and the overpasses are not open, we begin to view the county from the perspective of isolatable units. The accompanying map shows the estimated day/night population for potentially isolatable units bounded by creeks, freeways, overpasses, and some bridges. Each isolatable unit should be equipped with the vital necessities - water, medical care, and provision for handling wastes.

Lifelines

Everyone living in a metropolitan area is dependent upon public facilities. These facilities and services may be regarded as the "lifelines" of the community.

- o Transportation - freeways, roads, bridges, railroads, and airports;
- o Energy - electricity, gas, and liquid fuel;
- o Communication - telephone, radio, TV and the written word;
- o Life functions - water and sanitation facilities;
- o Health and safety - hospitals, fire, police, and flood control.

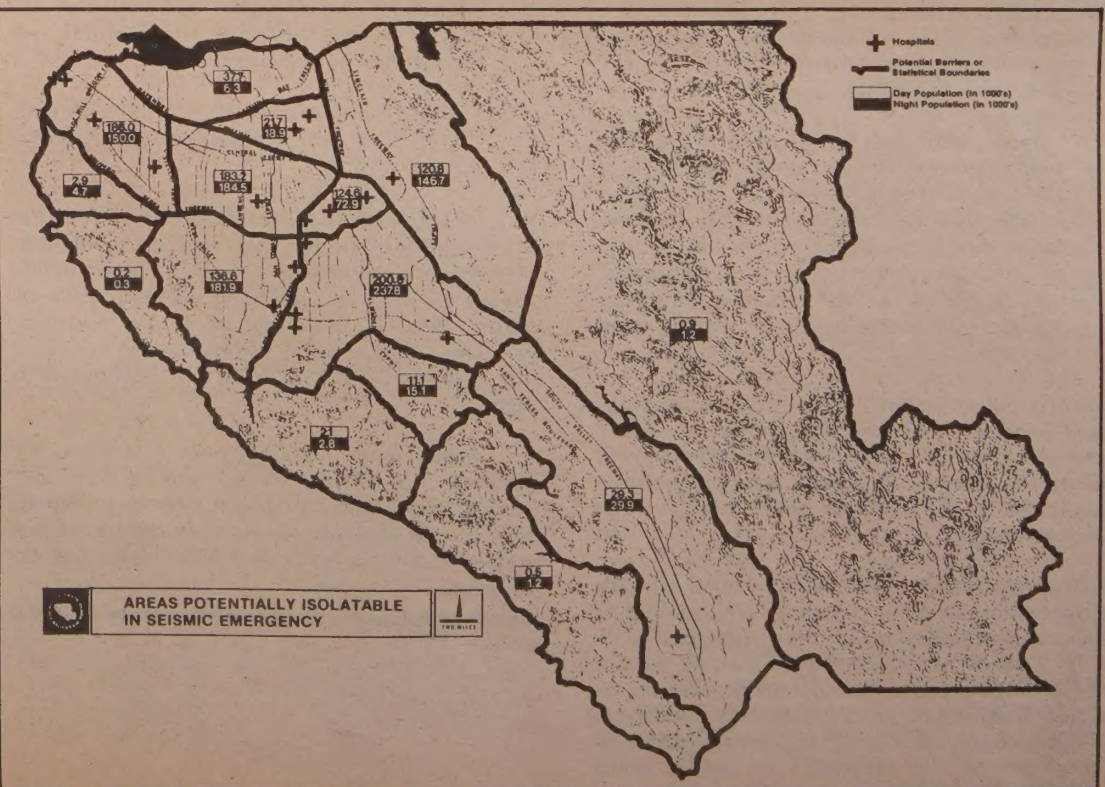
Many of the utilities necessary to the public health and welfare must unavoidably cross hazardous areas and could be disrupted in a major earthquake. The water distribution, sewage disposal, and gas systems are particularly vulnerable.

Water is supplied through a vast distribution system which could fail at many points. Wells require either electricity or gas-powered units to operate. Additionally, an unknown number of well casings will be damaged by a large earthquake. Portable power units to pump well water would be one means of providing water to potentially isolatable areas. Water trucks provided a mobile source of water in San Fernando after the roads were open for travel. The Santa Clara Valley Water District has a portable chlorinating truck with an intake pump which draws in raw water from the creek and discharges chlorinated water for drinking.

Disruption of sewage systems after an earthquake will be dependent not only upon the location and magnitude of the earthquake on specific site conditions, but also upon the condition of the sewer lines and the ability of the water quality plant to process the sewage that arrives. Clay tile sewer lines were shattered in fault zones and ground cracking in San Fernando. The condition of the sewer lines in Santa Clara County is quite varied. There are some very old brick lines still in use as well as more recent installations. The major sanitary waste handling plants are located in the Baylands on or near old marsh soils and on soggy soils in the South County. The National Oceanic Atmospheric Administration (NOAA) report on earthquake losses in the San Francisco Bay Area assumed that two-thirds of the raw sewage produced in the three major counties (including Santa Clara County) will be discharged into San Francisco Bay to bypass inoperative sewage plants after a major earthquake.

Many of the major gas distribution lines cross seismically hazardous areas, and a number of failures are expected from a major earthquake. The threat of fire is a great concern. Large gasoline storage tanks are located along the Coyote Creek in areas subject to ground failure based on general geologic studies and the history of the 1906 earthquake in that area. If the storage tanks ruptured under these conditions and the gas ignited, the fire could be expected to travel down the creek to the Bay.

Damage to roadways, freeways, railroads and bridges (including overpasses) can be expected due to poor ground conditions (including landslide and fault movements) and structural failure. Recently constructed reinforced concrete bridges and overpasses are considered to have somewhat higher earthquake resistance than older bridges and overpasses. Many major roadways, grade separated crossings and bridges are located in areas likely to fail in a major earthquake.



PUBLIC SAFETY

Some hospitals may not be operational after a major earthquake. The following was extracted from the NOAA report prepared for the Office of Emergency Preparedness (1972), "A Study of Earthquake Losses in the San Francisco Bay Area."

"Tactical and logistical problems to be faced by major hospitals and other health facilities during and after a severe earthquake will be considerable including many which will be unexpected. It is clear that the care of the injured immediately following the main shock would become one of the greatest area-wide problems. Using the 1971 San Fernando earthquake as a model, it is not unrealistic to envision possibilities wherein a major hospital facility may become a burden rather than an aid after a major earthquake."

The NOAA study projected as many as 40,360 hospitalized injuries and 10,360 deaths for an afternoon earthquake of 8.3 Richter magnitude on the San Andreas Fault for the Bay Area.

Schools

Public schools have been more thoroughly investigated in relation to earthquake hazards than any other category of use structure. The Field Act, passed by the State Legislature in 1933 after the Long Beach earthquake, requires that all public schools be designed for the protection of life and property. All of the public school buildings in Santa Clara County used as classrooms meet Field Act requirements.



Balancing Risks Through Planning

It is relatively easy to make recommendations to resolve earthquake hazards alone. The difficult task is resolving the related economic and social costs involved in those decisions.

The concept of "acceptable risks" has been developed as a planning tool to help with seismic safety. The State defines acceptable risk as "the level of risk below which no specific action by local government is deemed necessary, other than making the risk known."

Under this State concept, greatest concern is for "Critical Structures." Critical structures are those structures:

- o needed after a disaster: emergency communications, fire stations, police stations, hospitals, bridges, and overpasses;
- o whose continued functioning is critical: major power lines and stations, water lines, and other utilities;
- o whose failure might be catastrophic: large dams. Another dimension is that of involuntary occupancy such as in jails, nursing homes and schools, and voluntary occupancy such as in theaters and churches.

For critical structures the design of buildings must include whatever added cost is necessary to assure the continued functioning and safety of the structures. Such structures should never be located on a site of high seismic hazard.

An "unacceptable risk" is the "level of risk above which specific action by government is deemed necessary to protect life and property." It is an unacceptable risk to locate any structure for human occupancy across an active fault trace or on an active landslide. An "avoidable risk" is a "risk not necessary to take because the individual or public goals

can be achieved at the same or less total "cost" by other means without taking the risk." An example of avoiding a risk is setting structures back from a fault trace by a safe distance.

A second means for the public to lessen the risk of seismic hazards is to insist that known information be used. While the public is becoming increasingly aware of seismic hazards, detailed information is not often available even if an astute consumer seeks it. As an example, State real estate reports that note some geologic hazards are made known just to the first buyer within a major subdivision. Title reports and subdivision maps do not always report such hazards. However, all sales of real property within known geologic hazard areas of the county are now required to have disclosure of the facts. Full disclosure of hazards is necessary for consumer protection and should be actively pursued.

A final planning device is a post-earthquake land use contingency plan. Traditionally, federal monies have been made available to restore essential public facilities, for repairs, to restore small businesses and make loans to private property owners. There are federal disaster relief programs which deal with temporary solutions, but there is no effective effort to change the pattern of land use to avoid future disasters. Normally the same mistakes are rebuilt without a post-earthquake contingency plan to guide land use decisions and direct the flow of lands and grants to make the plan a reality. Public and private losses can be minimized by sound land use decisions in yet undeveloped areas.

POLICIES

1. The acceptable level of risk from seismic hazards and unstable land areas shall be scaled to the project under application and the nature of the hazards at the site.

a. Critical structures and systems vital to the public health and safety (water, power and waste disposal systems, police and fire stations, communications facilities, and the like) shall not be located in areas of poor land stability, unless there is no feasible alternative site, and shall be designed to mitigate any seismic hazards associated with their sites.

b. No structure for involuntary occupancy (such as schools, hospitals and jails) and no structure for high voluntary occupancy (theaters, churches, offices, etc) shall be approved in areas of high seismic hazard or high potential for ground failure of any type.

c. No new building site shall be erected across a hazardous fault trace or on an active landslide.

d. Subdivisions shall be designed to minimize placement of roads and improvements on unstable land and shall demonstrate stable building sites which are acceptable to the County Geologist.

e. Cluster projects shall not concentrate home sites on unstable or seismically hazardous land.

2. In areas of high potential for activation of landslides, there shall be no avoidable alteration of the land which is likely to increase the hazard, including concentration of water through drainage or septic systems, removal of vegetative cover, and no steepening of slopes and undercutting the base of a slope.

3. Areas where soils are in a continually saturated condition should not be used for structural purposes or filled with heavy earth fills due to their weak unstable nature. Uses requiring septic tank systems should not be allowed.

IMPLEMENTATION

1. Evaluate and where necessary upgrade the "lifeline" services for seismic safety - water distribution, sewage disposal, gas and electricity, hospitals, communications, bridges, major roads, police and fire.

(Implementors: County, Cities, Santa Clara Valley Water District, Sewer Districts, Private Utilities, Resource Conservation Districts)

2. Establish a clearing house for vital lifeline service records and distribution system design plans.

(Implementors: County, Cities, Santa Clara Valley Water District, Sewer Districts, Private Utilities)

3. Provide each potentially isolatable area with the basic equipment necessary to protect health and safety, a means to supply water, to provide medical aid, dispose of wastes and keep order.

(Implementors: County, Cities, Santa Clara Valley Water District)

Flood Hazards

Flooding may occur from several causes: runoff from major storms, tidal flooding, failure of levees, and failure of dams.

Storm Runoff

Flooding has been a long and continuing problem in Santa Clara County since settlement of the valley began. The valley is a low flat area through which the surrounding mountain watersheds drain. Over the course of many years natural channels have been filled in or altered, upsetting the natural runoff pattern. The excessive pumping of the ground water has resulted in land subsidence of as much as 13 feet in some areas, aggravating drainage and flood problems. Land subsidence has been stabilized by an active program of ground water recharge.

Rapid urbanization in the valley floor in the post-war years has exposed many people and structures to flooding hazards. Flood improvements have usually followed development and in many cases have lagged far behind. As a consequence, damage has resulted from floods with the potential for much more damage when a major flood occurs. At present, a 1% flood could inundate over 60 square miles of the valley floor.

The most severe flood on record occurred in 1911. A flood in 1937 caused extensive damage, especially in South County where 5,000 acres were flooded. More recent flooding has occurred in some or all flood-prone areas of the county in 1952, 1955, 1958, 1963, 1967, and 1968. All of the floods since 1952 occurred after the large water conservation storage reservoirs such as Anderson, Coyote, and Lexington were constructed. The runoff captured by Lexington Reservoir during the 1955 flood helped prevent extensive flood damages in Los Gatos and parts of San Jose.

In the unincorporated area, the most extensive flood problems occur in the South County where well over half of the valley floor would be inundated by a 1% flood, including much of San Martin.

Drainage has also been a constant problem. As development continues in the hills and valley, drainage structures built to accommodate one level of flow become undersized for the increased runoff from added development. In the South Valley, a narrow tax base has not produced enough revenue to construct adequate drainage or flood control facilities. The situation is especially acute in the San Martin area where numerous small lot subdivisions, coupled with poor soil permeability, create a serious local drainage problem.

Tidal Flooding

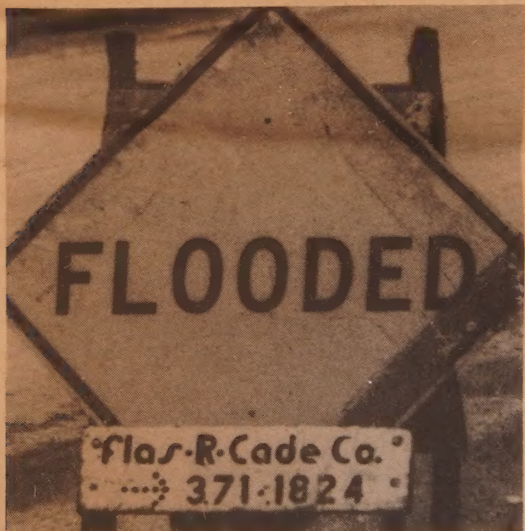
Part of the North County is subject to saltwater flooding from Bay water. The area subject to saltwater flooding extends from

the 7.0 foot elevation (measured above mean sea level -- elevation 0.0) line to the shoreline and from Coyote Creek west to San Francisquito Creek. Within this area are Alviso, the San Jose-Santa Clara sewage treatment plant, the salt evaporators, as well as some vacant, agricultural, and industrial land. This area is protected by salt pond levees which in most locations are not adequate to protect against the anticipated salt-water flooding in the Baylands. Historically, saltwaters have topped the levee from time to time, but saltwater has not yet penetrated as far as Alviso or the sewage treatment plant.

Hazards to People

Water depths and velocity of flow are high near creek channels and pose a serious threat. Rapidly rising water at the beginning of a flood poses an especially serious threat, primarily near creek banks. However, flow depths and velocities fall off rapidly away from the channel. Depths of about 6 inches to 1½ feet and flow velocities of less than 4 feet per second are usual. Thus, flooding away from the channel can pose a threat to small children, handicapped people, and frail older persons.

There are two exceptions, however. Water depths in the Baylands and in the extreme south end of the valley near the Pajaro River can be quite high. In the Baylands, flow velocities in the channel and overbank are low (one to three feet per second). However, during the 1958 flood, floodwaters reached a depth of eight to ten feet. This sort of flooding in the Baylands would demand evacuation to prevent loss of life. In the area just north of the Pajaro River, flood waters can exceed ten feet in depth. (This area is referred to as Soap Lake when it is under water and can extend as far north as Bloomfield Road.) However, since few people reside in the area, the primary hazard is to agriculture and to movement through the area on foot or by vehicle during a flood.



Debris swept away by flood waters, which can be deposited at flows of two feet per second or less, can result in dangerous footing and obstructed traffic flow, especially since obstructions would be obscured by muddy water. Decaying, flood-deposited garbage or other organic material can create serious health hazards.

Buildings razed by high velocity flows and pieces of structures broken and transported by powerful streams of water pose very serious threats. This is usually a problem only near channel crossings. A more widespread hazard is the rupture of waterlines by the deposition of debris or the force of floodwaters. Pipeline rupture could contaminate domestic water supplies.

Septic tank systems are not able to function under saturated flood conditions. They have the potential to pollute the flood waters.

Isolation of an area by flooded roads can prevent evacuation and access by medical, fire, and police personnel. Roads located away from creeks would seldom be covered by much more than one foot of water (except in the Baylands and near the Pajaro River) and the flow velocity would be low. However, roads crossing channels can be inundated by swiftly flowing water that would pose a threat to pedestrians and vehicles.

Hazards to Structures

As mentioned above, swiftly flowing floodwaters near creeks can raze buildings or extensively damage them. Farther from channels, floodwaters of at least one foot in depth can cause damage to the first floor of homes and businesses, especially to contents that become soaked with water, unless the structure has been constructed on pads which raise it above the flood level.

Hazards to Agriculture

Damages to agriculture result from topsoil erosion, deposition of debris, gouging out of trees, and water damage to farm machinery. The 1955 flood caused widespread damage to agriculture in the unincorporated area. Despite damages reported from major floods, agriculture is still the best productive use in flood-prone areas.

Hazards to Public Facilities

Floodwaters will interrupt most public services except emergency activities such as medical, police, and fire. Government offices inundated in the flood area would suffer water damage just as homes and businesses would. The most serious problem in this regard is potential damage to important records and files.

Planning and Flood Control

The relationship between the long range planning of land uses in the county and the provision of flood control protection is two-directional in nature. Without flood protection many types of land uses, particularly housing, are not appropriate within floodable areas. Without valuable land uses, such as housing, flood protection facilities are not economically justifiable even though an area may be a flood plain. Historically, land development has come first and flood protection has been provided later on a "catch-up" basis. The use of flood hazards in the advance planning of land uses is essential.

Flooding and Land Development Review

Applications for land subdivision in unincorporated areas are reviewed by the Santa Clara Valley Water District, which makes recommendations on possible flood preventative measures when a proposed project abuts, is crossed by or drains into a watercourse having a drainage area of 320 acres or more. By themselves, flood control rights-of-way (easement or fee) do not provide flood protection. The District will ask for the dedication of easement, or in some cases fee title, along natural watercourses or channels under their jurisdiction for the purpose of maintaining the channel or for the future construction of channel improvements. The Water District can also recommend other measures for the mitigation of flood hazards, such as grading of the site and elevation of the structure above the anticipated flooding level. Finally, the District is consulted when local drainage facilities must be tied into District facilities.

County Land Development Engineering Services has the responsibility to review and approve all drainage facilities installed on unincorporated lands which lie outside the jurisdiction of the Santa Clara Valley Water District. They coordinate their work with the Santa Clara Valley Water District when the District's area of responsibility overlaps. At the time of preliminary map submittal, a drainage plan is required to ensure that runoff is drained away from structures.

The County also obtains dedicated easements when required and attempts to reserve land for future dedications where future drainage improvements are planned.

National Flood Insurance

The County is a participant in the National Flood Insurance Program operated by the Federal Insurance Administration of the Department of Housing and Urban Development (HUD). Its purposes are to provide insurance coverage to property owners against losses due to flooding, and to require that local governments take all actions possible to control development in a manner which minimizes the risk of flood damage.

Under the program, the County must adopt land use and development controls to assure that new structures are reasonably safe from flooding. Within the identified flood hazard area (area subject to the 1% flood) these measures require that new structures use flood-resistant materials, be adequately anchored, have first floors elevated above the level of the 1% flood, and be placed outside of designated floodways. The program applies to both fresh water and salt water flooding.

The County must apply flood plain zoning to designated floodways under the federal program.

Levee Failure

The levees holding back the waters of San Francisco Bay were constructed for the purpose of salt evaporation. They were not engineered to be seismically safe, and have been described as little more than unstable Bay mud piled on top of more Bay mud. They can be expected to fail during a major earthquake and, depending upon the tides, may cause severe flooding after a failure. Areas of potential flooding from this cause are mapped and extend from the Bay to about Highway 237.

Dam Inundation

Several major dam failures in recent years have provided impetus to the State of California, the Federal Government and the Santa Clara Valley Water District to begin programs of investigation of dams to determine their structural capacity to withstand expected seismic activity and to withstand internal and foundation water induced forces.

The failure of the Lower San Fernando Dam during the 1971 San Fernando earthquake brought dam safety issues into planning perspective due to the threat to downstream urbanized areas. The State of California Office of Emergency Services, under legislative mandate, initiated a mapping program to determine potential inundation areas below all large dams in the state so that emergency plans could be developed. These maps provide information that can also be used for land use planning purposes.

There are now thirteen major dams in the county which provide some combination of water storage for irrigation and domestic use, water recharge to the aquifers and flood control. There are many smaller dams. Some risk accompanies the very substantial benefits which the dams provide. Dam failure is of particular concern because loss potential is very great.

Seismic stability is especially important in the Santa Clara Valley due to the very great seismic potential. During the 1906 earthquake, a dam built above Saratoga suffered damage. There were few other dams in the county at the time.

Investigation of seismic stability of dams in the county has been underway since 1973.

Anderson, Coyote and Vasona have been determined to be safe following technical studies of their dynamic stability. Stevens Creek Dam was to provide a test model for itself, Guadalupe, Almaden and Calero dams. A full scale investigation was undertaken which predicted that, due to its low compaction, Stevens Creek Dam will, when full, undergo gradual incremental deformation (slumping and spreading) during a large earthquake such as a magnitude of 8.5 on the San Andreas Fault centered 2.5 miles away. Settlement would result in the danger of overtopping, release of waters and erosion of the remaining embankment.

Stevens Creek Reservoir has been partially emptied due to these findings. It is now operating at what is determined to be a safe level of 1200 acre feet maximum and 400 acre feet minimum levels, less than one-third its capacity.

Final analysis on Guadalupe, Almaden, and Calero dams has not been completed.

Though results of technical studies will give some guidance relative to dam stability,

PUBLIC SAFETY

there will never be 100 percent certainty that any dam structure will be stable under the Valley's seismic or hydraulic conditions. Land use precautions can play an important role in preventing large potential loss of life and property.

All areas directly below dams where inundation velocities could be very high and waters very deep are of particular concern. These areas are mapped only for the Santa Clara Valley Water District dams and include delineation of areas in which any structure left standing would be a total loss. Such areas for other dams are also of concern though they are not mapped. The Coyote Valley and parts of Morgan Hill, where the huge impoundment of Anderson Reservoir could completely erase all settlement, harbor the greatest damage potential. Though dam failure potential, as calculated, is thought to be unlikely, there is no way to be certain it will not occur. Because the effect of such a failure could be so devastating, open space uses such as agriculture would be least likely to expose large numbers of people to such an event.

POLICIES

- 1. Flood control improvements in the Baylands should strengthen the inboard levees rather than the outboard levees.
- 2. Wherever possible, future flood control projects should be designed to maintain streams in their natural state through channel diversions, or limited flood plain concepts.
- 3. Land uses in federally designated floodways shall be restricted through flood plain zoning, and shall also use flood plain zoning where natural flood plains are the best solution to flood hazards.

- 4. Flood control measures should be considered part of an overall community improvement program and should advance the goals of recreation, resource conservation, preservation of natural riparian vegetation and habitat, and the preservation of the scenic values of the county's streams and creeks.
- 5. Agricultural land uses shall be generally designated in areas of persistent fresh water flooding and areas of potential dam failure inundation.

IMPLEMENTATION

- 1. Develop and apply a flood plain zone. (Implementor: County)

Fire

The combination of weather, vegetation, and topography found in the rural unincorporated portion of Santa Clara County creates fire hazard situations as dangerous as any found in the State of California.

With the exception of grasslands, virtually all of the mountainous land of the county is rated as having an extreme or high fire hazard. The natural fire hazard is greatest in the mountainous areas with their lush vegetation, and is lowest in the flat valley floor areas having cultivated crops. Using the Fire Hazard Severity Rating System of the California Division of Forestry, nearly all of the eastern Diablo Mountain Range is rated as having extreme fire hazard. In the northern Santa Cruz Mountain Range, extreme hazard conditions are found in the area approxi-

mately between Highway 17 and Congress Springs Road: this area has the greatest concentration of population of any of the mountain portions of the county. The Southern Santa Cruz Mountains below Chesbro Reservoir are predominantly rated as having extreme hazard. No place in the rural county may be considered to have a low fire hazard. (Relative Fire Hazard Rating map is available for inspection in the County Planning Department.)

Many existing residential settlements are in areas of extreme natural fire hazard. Redwood Estates, Aldercroft Heights and the surrounding settlements are very highly subject to fire hazards and could be the scene of considerable loss by fire. Other settlements with fewer dwellings are in equally hazardous situations with potential for disaster. Sveadal, Stevens Canyon, New Almaden, Bohlman Road, Sanborn Road, Armsby Lane, and Paradise Valley all have numbers of dwellings in fire hazardous settings.

Many of the county's finest recreational facilities are in fire-prone areas and most of the scenic highway system goes through hills which are tinder dry in the summer months.

Virtually all fires in Santa Clara County are started by people, either by design or carelessness. The places of greatest concern for the start of fires are locations where people live, recreate, drive, or work. Once started, a fire can quickly blaze out of control in the extremely hazardous natural setting of the county. Fires can spread by airborne brands and cover vast territory with potential for disastrous loss of life and property. In addition to the direct hazards to people and property, actions increasing fire risk should be avoided because of the great environmental damages and economic losses which fire may cause: erosion and siltation of dams and flood control channels, increased flood hazard, damage to watersheds, potential for mud slides, and losses to scenic and recreational values.

The County has taken a number of steps to combat fire hazards.

- o Santa Clara County has adopted the Uniform Fire Code and has declared most of the Diablo and Santa Cruz Mountain Ranges as hazardous fire areas. Under the code, the County has broad power to regulate the use of fire hazard areas.
- o The County has adopted roofing standards designed to improve fire safety in hazardous areas.
- o The County has a coordinated review process for approving land divisions and building sites. Standards for access, clearance of vegetation around structures, and provisions of water supply are routinely applied.
- o The County reviews building plans and requires use of fire-resistant materials.
- o The County encourages the use of fire-resistant landscaping plants near structures.
- o The various fire protection services, including the Division of Forestry, conduct limited programs of inspection for fire hazards in rural areas. The County has instituted a weed abatement program.
- o The Division of Forestry and Fire Districts have started a program of pre-fire planning for critical areas.
- o The County has applied zoning which is consistent with fire safety to rural areas.

The land use designations of the General Plan have been designed to minimize development in areas of poor access and to take fire into account as development does occur.

Fire planning must include concern for access, water, vegetation, and fire protection.

DAM CHARACTERISTICS AND SAFETY ANALYSIS STATUS

Dam	Type of Dam/ Impoundment Capacity/Con- struction Date	Inundation Area	Stage of Investigation/ Determination
Anderson Dam	Earth & Rock 91,300 ac-ft 1950	Parts of Morgan Hill, Coyote, San Jose	Completed; expected to perform acceptably in a 8.5 magnitude earth- quake.
Coyote Dam	Earthfill 23,700 ac-ft 1936	Anderson Res., parts of Morgan Hill, Coyote, San Jose	Completed; astride Calaveras Fault; expect- ed to perform acceptably in a 8.5 magnitude earthquake.
Calero	Earthfill 10,200 acft 1935	Parts of San Jose	Testing started-analysis not complete; no deter- mination to date.
Almaden	Earthfill 1,780 ac-ft 1936	Parts of Alma- den Valley, San Jose	Testing started-analysis not complete; no deter- mination to date.
Guadalupe	Earthfill 3,740 ac-ft 1936	Parts of Alma- den Valley, San Jose	Testing started-analysis not complete; no deter- mination to date.
Stevens Creek	Earthfill 3,500 ac-ft 1935	Parts of Cupertino	Completed; work required to determine solution; unsafe, will slump & erode at full capacity in 8.5 magnitude earth- quake.
Lexington	Earthfill 20,200 ac-ft 1953	Parts of Los Gatos, Campbell, San Jose	Piezometers installed in 1973. Waiting for re- servoir to fill so definitive data can be obtained. Additional piezometers installed in 1979; no determination to date.
Vasona	Earthfill 410 ac-ft 1935	Small parts of Campbell, San Jose	Completed; expected to perform acceptably in a 8.5 magnitude earthquake.
Chesbro	Earth & Rock 6,200 ac-ft 1950	Parts of Morgan Hill	No investigation under- way.
Austrian	Earthfill 6,200 ac-ft 1950	Lexington Res. parts of Los Gatos, Camp- bell, San Jose	Investigation started in 1979; waiting for water.
Williams	Concrete 160 ac-ft 1895	Behind Austrian	No investigation under- way.
Uvas	Earth & Rock 10,000 ac-ft 1957	Parts of Gilroy	No investigation under- way.



Access

The greatest avoidable fire risk is the regulation of development of homes on long dead-end roads in hazardous areas. Planning is essential to provide alternate access routes for settled dead-end roads, both to assure that residents can escape from a fire and that fire fighting equipment can reach the settlements.

From a safety perspective, access is a key component of a fire hazard:

- o Fire fighting equipment must be able to reach the fire. Fire equipment needs roads which are passable, less than 15% grade, which have corners with a 42 foot or greater radius, and with places to turn around. Many areas and most older developments lack such roads.
- o Private roads are less likely to meet the access standards just listed than public roads. There are no long-term guarantees of maintenance, and they historically have had lower standards of construction than public roads. From a fire protection perspective, private roads should be discouraged.
- o People living in or visiting the areas with fire hazard conditions need to be able to escape from the area if a major fire occurs. Dead-end roads, especially the long dead-end roads which give access to many portions of the Santa Cruz Mountains, are extremely risky and should not be developed for uses which involve numbers of people unless through-road access is provided.

Additionally, dead-end roads should not be designed to serve more than ten lots with a length of not more than 800 feet. On dead-end roads over 800 feet in length, an alternative means of access shall be required.

While the County has standards to limit development on dead-end roads, these standards have not always applied. Many dead-end roads are County maintained and historically have had development along them. Roads such as Stevens Canyon Road and Bohlman Road clearly fail to meet the standards of a dead-end not longer than 800 feet and having fewer than ten homesites. These roads do not provide an alternative means of access. Further development on dead-ends (especially lot splits) should not occur until adequate access is provided.

While numerous rural areas are receiving development pressure and lot-by-lot division of land, there are few specific plans for the development of the local circulation systems of rural areas. Local neighborhood plans which take into consideration terrain, existing lot configuration, and the need for fire safety could be designed to guide land development decisions. Plans for improved access in existing long dead-end areas could provide a tool to correct serious safety deficiencies of the past. These plans should include mechanisms to pay for and install the needed improvements.

Water Supply and Building Materials

Regardless of where they are located, all habitable structures need an adequate source of water with which to fight structure fires.

Some areas of the county lack sufficient water to satisfy County requirements. Structures should be built of fire-retardant materials, and have protection designed according to the risks involved. There should be no use involving volatile chemicals or flammable materials in areas without urban types of water supply and year-round fire protection.

County standards require water supply to new residences. Where no piped water supply is available, the standards require that a 5,000 gallon storage system be supplied with new residences, that standard valves be used, and that outlets be within eight feet of a firm road surface. The water supply may serve more than one site, with the storage capacity adjusted according to the number of sites. A variety of tanks, including swimming pools, is accepted.

There are several critical problems with water for fire protection:

- o Old Dwellings: There are numerous dwellings which were built before the present County standards went into effect, and many of these dwellings do not have adequate water storage.
- o Maintenance: While the County can require that water storage be provided at the time of development, there is no guarantee that the property owners will maintain the supply over time. Under the Uniform Fire Code and the provisions of State law, the Fire Marshal and the fire protection districts may make inspections of water storage, and a limited program of inspection is carried on. The labor-intensive nature of inspections makes it unfeasible to adequately cover the rural dwellings of the county, and some areas may go years without a check on the maintenance of water supplies.
- o Tanks Are No Substitute for Hydrants: The greatest problem of the on-site water storage facilities is that they really cannot provide a sufficient amount of water to do a proper job. Depending upon the pumping equipment used, a 5,000 gallon tank may be emptied in a matter of minutes. Storage tanks should not be considered as more than an interim solution to the problem of water supply. For fire safety there is no substitute for hydrants on an adequate water system. In view of the great importance of water supplies, the County Fire Chief's Association has recommended that the County designate remote fire hazard areas in which the minimum water storage requirement be raised to 10,000 gallons for structures of 1,600 square feet or more. In addition, there should be a minimum flow rate for rural water supplies.

Need to Remove Flammable Vegetation

Many areas of the hills have old, overgrown brush or have dead and fallen wood. These areas should be thinned and cleaned up both to reduce the fuel loading of the hills and to promote healthy new growth. In areas where there is little population, it is possible to use controlled burns for this purpose. Where there are people, the means available for clearing old growth are limited and costly. Ironically, the presence of population tends to limit actions available to reduce tree fire hazard and therefore increases the risk of loss to life and property.

In addition to areawide problems of fuel loading, it is necessary for each home and structure to maintain an area free from combustible plants.

The following strict standards for clearance around buildings should be followed:

1. Maintain around and adjacent to such building or structure an effective firebreak made by removing and clearing away, for a distance therefrom of not less than 30 feet on each side thereof, all flammable vegetation or other combustible growth. This does not apply to single specimen trees, ornamental shrubbery, or similar plants used as groundcovers, provided that they do not form

a means of rapidly transmitting fire from the native growth to any structure. (This may be increased to 100 feet if needed.)

2. Remove that portion of any tree which extends within 10 feet of the outlet of any chimney.
3. Maintain any tree adjacent to or overhanging any building free of deadwood.
4. Maintain the roof of any structure free of leaves, needles, or other dead vegetative growth.

While the clearance standards apply to all structures, they are most actively used at the time of development in conditioning building site approvals. As with water supply, there is a serious difficulty with enforcing the standards due to the great labor costs required for in-the-field inspections. The result is that many clearance violations can be found in fire hazardous areas.

The County has initiated a program of weed abatement through the Fire Marshal's Office.

In addition to clearance around buildings, there is a need to clear flammable vegetation from the areas along roads. The Division of Forestry estimates that one-third of all California wildfires start along roadsides and recommends that the responsible fire agency remove and clear within 200 feet on each side of every roadway all flammable vegetation or other combustible growth. The recommendation is not intended to apply to single specimen trees. Such drastic clearings would be in conflict with the Scenic Highway Element and would have grave environmental consequences. Some level of vegetative clearance near roads is unfortunately essential to safety in the fire hazardous areas. While most fire protection agencies agree that roadside clearance is important, they recognize that it would be a big job to undertake and lack the funding which it would require. The County should explore the availability of funding for Ecology Corps or summer youth employment programs to assist in roadside clearance, and to establish new non-fuel hazardous groundcovers in place of combustible plants.

Fire Protection

Fire protection services vary in quality over the rural areas. Most of the two mountain ranges are not within a fire district and receive seasonal fire protection from the Division of Forestry. The Division of Forestry is responsible for fighting wildfires and also gives protection to structures since it is charged with suppressing all uncontrolled fires in its areas of responsibility. The Division of Forestry provides a fair degree of protection in the fire season but generally curtails its operation in the winter. The Division will respond to fires in the winter with what personnel and equipment are available during their off-season. Vast areas are a half-hour to an hour or more in travel time to the nearest fire station. However, the Division of Forestry does have aircraft available which can reach all portions of the county in five to fifteen minutes. Persons living in remote portions of the county cannot count on fire protection for their homes and property.

Proposition 13 has hit hard on special districts, and the continued provision of fire protection services to rural areas will require great efforts in the future. The General Plan's land use policies limit further concentration of population needing fire protection outside of urban service areas.



HEALTH

POLICIES

The following specific policies on fire safety are supplemental to the general policy framework at the beginning of this chapter.

1. Adequate access and water supplies for fire safety shall be required for all new building sites, subdivisions and clusters.
2. Dead-end roads shall not be extended unless, in the judgment of the Fire Authority, such extensions will reduce the fire hazard of the area.
3. Specific local circulation plans to establish alternative access to dead-end roads and to overcome substandard road conditions shall be encouraged and required as necessary for the public safety.
4. High intensity uses (such as theaters, motels, restaurants, and schools) and uses requiring the handling or storage of large amounts of highly flammable materials shall be approved only in areas with year round fire protection and adequate water systems with hydrants.
5. Areas of high and extreme fire hazard shall be designated for resource conservation uses.
6. Wherever feasible, water systems with hydrants shall be provided in residential and rural-residential areas.

IMPLEMENTATION

1. Initiate specific area circulation plans for the most critical areas with substandard access and high fire hazard.
(Implementor: County)
2. Extend year-round fire protection to the entire northern area of the Santa Cruz Mountains and to all rural-residential areas.
(Implementors: Fire Protection Services, County)
3. Inspect clearance and water supply requirements in rural areas on a regular basis.
(Implementors: Fire Protection Services, County)
4. Promote citizen participation in fire prevention and protection through programs of education and support of volunteer fire companies.
(Implementors: County, Fire Protection Services)
5. Re-evaluate and if necessary increase water storage requirements in fire hazard areas.
(Implementor: County)
6. Encourage the installation of sprinkler systems in structures outside of fire protection districts and in high fire hazard areas.
(Implementor: County)
7. Establish a program to plant fire retardant vegetation not requiring annual maintenance near County roads - explore use of Youth Corps and summer projects for students.
(Implementor: County)
8. Require prominent posting of street numbers and adequate road signs in all new developments to aid emergency vehicles in responding to calls.
(Implementor: County)
9. Prohibit occupancy of dwellings in advance of connection to an adequate water supply.
(Implementor: County)
10. Incorporate adequate emergency access in all parks in hazardous fire areas.
(Implementors: County, State)



Airport Safety

Background

Land in airport approach and departure zones should be kept in open space uses to avoid the hazard of accidents which could lead to loss of life and property.

Although airplane crashes can occur anywhere, crashes which affect life and property on the ground are apt to occur most frequently in airport approach and departure zones. Residences, schools, and other buildings occupied by people which are located in such zones are subject to an ever present risk from airplane accidents.

Airport Land Use Commission Policies

The Airport Land Use Commission (ALUC) adopted the Land Use Plan for Areas Surrounding Santa Clara County Airports on June 28, 1973. The plan was adopted to insure that new land uses for the areas surrounding the public airports in Santa Clara County are compatible with the airports. It specifies height restrictions on buildings and establishes limitations on new uses. The ALUC also determines building standards for adequate soundproofing for noise impacts of airports.

The Santa Clara County ALUC designates "emergency catchment areas," generally rectangular in shape, contiguous to the ends of each runway at each airport in Santa Clara County. In general, each such emergency catchment area comprises an off-airport area closest to the runway which is to remain preferably undeveloped, and a separated area in which land use and population density are restricted to specified nonresidential land uses as exemplified by the following:

- o Agriculture or equivalent
- o Recreational parks
- o Storage of seasonal equipment
- o Parking of automobiles
- o Single-story warehousing
- o Municipal activities, such as sewage treatment plants.

Density at such uses is restricted to no more than ten persons on an annual average and no more than 25 persons at any one time on each net acre (referred to as the "10/25 population density").

POLICIES

Land uses approved by the County shall be compatible with the policies of the ALUC Plan.

HEALTH

GOALS

DESIRED COMMUNITY CONDITIONS

- o Mental and physical well-being

COMMUNITY GOALS

1. Maintenance of a healthful environment
2. A high quality, cost effective, well-planned and managed health care system of public and private services.

Role of the General Plan

The health of the population is a major concern of the County and of the General Plan. The County's role in health is broad, including the provision of medical services to those in need, the provision of specialized medical services to the entire population, provision of emergency medical services, coordination of health and welfare service delivery, protection of the population from environmental health hazards, protection of unincorporated residents from noise, and planning of physical development to achieve a healthy environment.

Overall planning for health concerns in the county is the responsibility of the Santa Clara County Health Systems Agency, which coordinates actions of the public and private health services within the county. The Health Systems Agency (HSA) has prepared, and the County has adopted, a Health Systems Plan as the basic statement of health concerns and needed actions within the county. The Health Systems Plan stresses a comprehensive "systems" approach to health, ranging from the attitudes and actions of individuals to the provision of a healthy environment, to the actual provision of health services to people.

Several areas of major responsibility for the County General Plan are also of major importance in the Health Systems Plan. These include the coordination of countywide growth patterns with the needs of the population and the protection of the environment.

Countywide Growth and Health Needs

Overview

City and County plans for the physical growth and development of the urban area traditionally have not been coordinated with the provision of health care services or the specialized health care needs of the population. Neither have the plans of the jurisdictions been coordinated with each other. Just as the lack of coordinated metropolitan planning has led to an imbalance of jobs and housing within the county and to excessive distances between homes and work, so has the lack of coordination with health concerns led to a poor distribution of health facilities in relation to health care needs. Several facets of this problem may be addressed through countywide planning.

Health Facilities and Population Needs

The Health Systems Agency has reviewed the overall provision of health care facilities in the county and the anticipated population by 1985. Overall, it was found that the county will have a surplus of most types of acute medical care facilities during this time period, but there will be serious problems in providing health care to the population:

- o Our present health facilities and primary care physicians tend to be clustered together, leaving pockets of medically underserved areas in some parts of the

county (South County, Santa Cruz Mountains, Milpitas, Central and East San Jose).

- o Pockets in the rural areas of the county have been designated as medically underserved areas. Distance from major health facilities is one important factor in some of these designated areas. However, overall, the South County ranks high in medical and social need, as well as having few primary medical care resources. Thus, continued development in these areas in the absence of additional health care services will aggravate the conditions of medical underservice.
- o The County will need to develop new health care programs to meet the needs of specific segments of our present and future population. Our minority population presently has a need for bilingual/bicultural health care programs. Our expanding elderly population will require expanded long-term institutional and non-institutional health care services.
- o Community based health care facilities, such as nursing homes and non-medical residential care facilities, are very poorly distributed within the county, and have been inhibited in the past through local land use and development policies. Many parts of the urban area are essentially without residential care facilities, while portions of San Jose have been impacted by them.
- o A maximum travel time standard of 15 minutes to health care facilities should be established throughout the urban area. This will require the improvement of the transportation system, better location of facilities and growth, and public transportation well suited to the needs of those who do not drive.
- o The high technology industries of the county utilize many chemicals and substances too new to have established health records. Monitoring and caution are needed.

Environmental Health Protection

Environmental influences on health include a wide array of subjects, many of them considered in the General Plan. The General Plan includes policies and programs to protect and enhance the following health concerns.

Air Quality

The Plan seeks to limit air pollution due to automobile commuting by controlling urban expansion, improving the geographic balance of jobs and houses so that people may live closer to work, improving the road system so that traffic will move more freely, and by promoting public transit and car pools. In addition, the Plan contains specific policies and actions on air quality. (See Natural Environment.)

Water Quality

The Plan includes land use designations and development policies intended to protect the county's watersheds and groundwater basins, policies to limit and control pesticides and herbicides (see Natural Environment and Land Use Map), and policies on Sanitation (this chapter).

Solid Waste and Toxic Waste

The Plan calls for the establishment of safe and reliable toxic waste control facilities, for the minimization of future land fill sites through recycling of wastes (see Constructed Environment), for the avoidance of waste disposal near critical components of the water system (see Natural Environment), and avoidance of construction on areas formerly used as waste disposal sites (see Land Use Map and Public Safety).

Climate

The land use policies of the Plan preserve a maximum of land area in open space. Preservation of water areas and vegetation are

important to the protection of our mild climate and the health advantages which it affords our population (see Natural Environment).

Stress and Psychological Well-Being

Many of the policies of the Plan are intended to make the urban area function efficiently (see Transportation), to help provide for the housing needs of the population (see Housing), or to preserve the natural open spaces of the county (see Land Use Map and Natural Environment). Each of these areas of policy is essential to the needs of the population for coping with urban life and the need to experience the tranquility of nature.

POLICIES

1. Environmental health shall be maintained through protection of the air, water and food; through assurance of proper sewage disposal and occupational health activities; and through care and control of animals and vector control.
2. New urban growth areas should be provided with adequate health care facilities which can be reached by the population of the area within 15 minutes.
3. Rural areas more than one-half hour from medical care facilities, and not scheduled to receive health care facilities, shall have very low population levels in order to avoid the creation of added areas of medical underservice.
4. Portions of the county designated as Areas of Primary Medical Care Underservice shall receive priority for health planning, financing of health care services, and allocation of health care resources.
5. Adequate bilingual and bicultural health care services shall be provided.
6. All jurisdictions should make provision in zoning and land development regulations for the establishment of community care facilities needed by their populations, and the excessive concentration of such facilities in any one area or city should be avoided.
7. Investigation into the occupational health and safety of employment in the county shall be continued, with particular attention given to the electronics industry.

IMPLEMENTATION

1. Review and revise zoning and land development ordinances to assure that community care facilities are not excluded from being established in each city by government regulation. (Implementors: Cities)
2. Promote cooperation among industry, unions, and other groups in order to define and document job related health problems and disseminate information on the handling, storage, and ventilation of hazardous substances and the personal protective measures which should be taken by those persons involved in the use of hazardous substances. (Implementors: County, Industry, Unions, Health System Agency)
3. Continue to refine countywide health planning and to integrate health concerns into the plans of cities and the County. (Implementors: Health Systems Agency, County, Cities)

Sanitation

Overview

Sanitary waste disposal within the urban area is by sewers, while in the rural areas waste disposal is primarily accomplished with septic systems. Each of these systems of waste disposal presents the county with serious planning issues.

Sewers

The plants serving the urban portions of the county are limited in their capacities, and many face serious challenges in meeting the requirements that growth in the 1980's will bring. A discussion of these problems is contained in the chapter on Constructed Environment.

Community Systems

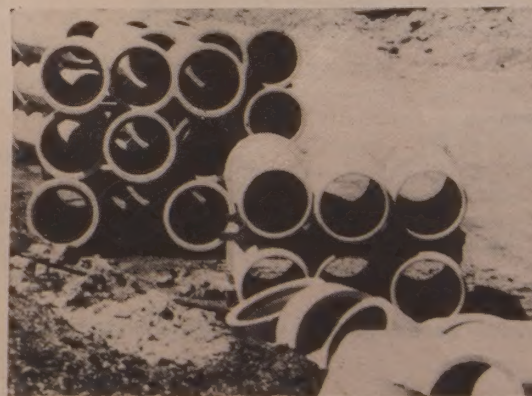
As an alternative to sewers, there are a number of community sanitary waste disposal systems or "package plants" in existence. None are currently being approved for use in Santa Clara County.

It is the position of the County that package systems must have long term guaranteed maintenance and a public agency responsible for any future problems which could develop. This long term maintenance and responsibility cannot be adequately provided by private individuals or homeowner groups. In the absence of a special district or other governmental body to oversee such systems, the rural portions of the county must rely on individual septic tank systems for sanitary waste disposal.

Septic Tank Systems

With the exception of a small portion of the rural land which is within a sewer district, the lands outside of urban services areas depend on septic tank systems for sanitary waste disposal. The past philosophy of the County has been that septic systems are to be temporary solutions to waste disposal, and that they would in time be replaced by sewers. This philosophy may have appeared valid during the era of uncontrolled urban expansion when land use policies were geared toward the complete urbanization of the county. The philosophy is no longer acceptable: the reality is that most of the rural area will always utilize septic tanks with leach fields or other on-site methods of waste disposal.

Sanitary sewers will not become available to most unincorporated areas for one of several reasons. The County does not operate a sewage treatment plant. City treatment plants have capacity limitations, their own pressing needs for service and service extension policies which are geared to orderly urban growth. Many rural areas are not in proximity to existing sewers. Costs of new sewers and treatment plants are now prohibitively high to contemplate large scale expansion into rural lands, and the federal grants which once paid for such extensions are not likely to become available again.



Without the possibility of large scale sewer projects in most of the rural area, the land uses depending upon septic systems must be thought of in a much longer time frame than in the past.

Septic tank systems are the only on-site waste disposal systems currently approved in Santa Clara County. A tank provides for initial settling and digestion of the waste stream. The partially digested fluid portion of the sewage passes out of the tank into a leach line which is built with openings along its length to allow the effluent to seep into the soil. Under favorable conditions, a properly constructed leach line will biologically degrade, filter and absorb most potential biological contaminants before the effluent contacts surface or ground waters.

To operate efficiently, the individual sewage disposal system must be designed to utilize the intrinsic properties of the soil for removing potential pollutants from the waste water. Initial design of the leach field is important. "In the upper layer of the soil, perhaps within the first 1-2 feet, a large amount of bacterial decomposition takes place. . . . This same zone of soil appears to be extremely effective in the removal of bacteria and presumably virus. . . . (Therefore) leach lines should not be placed too deeply, to take advantage of this upper soil zone."

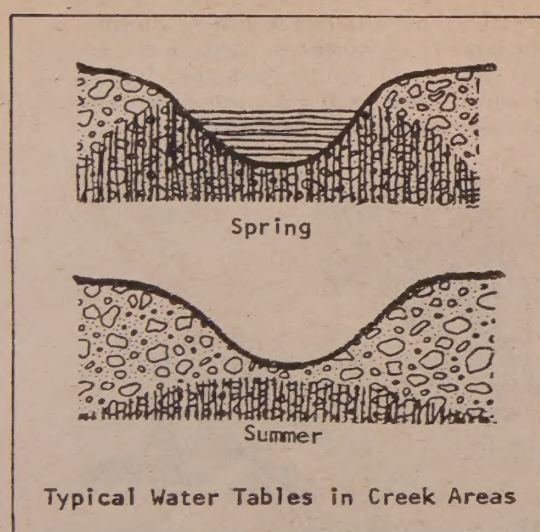
Disease causing pollutants must be removed one hundred percent of the time. Contact with ground or surface waters must not take place. Absence of a fail safe system will affect the health of the local population. A single bacteria or virus could cause illness. Pollutants present in waste water include suspended solids, pathogenic organisms, oxygen demanding organic chemicals and organisms, viruses, phosphates, sulphates, chlorides, and nitrates.

Percolation

Soil can be impermeable by nature. Soil percolation rates define the ability of soils to absorb water, a critical factor if waste water is to enter the soil to be biologically and chemically altered and filtered. The U.S. Soil Conservation Service has defined and mapped percolation rates for soils throughout the county. A very large part of the unincorporated area of the county is made up of soils which are very slow to percolate. More serious is the fact that much of this land is sloping. These two factors, taken together, can result in a virtual certainty that substantial problems will result over the lifetime of structures built, often very soon after structures are occupied.

A percolation rate below 1.0 inches per hour is considered unsuitable for any type of septic tank system by the U.S. Department of Housing and Urban Development. The U.S. Soil Conservation Service considers soil which percolates slower than .63 inches per hour as soil with severe septic tank leach field limitations.

Water tables are often very high on the sides of creeks, particularly in the early spring. This factor is extremely important as water quality in general can be degraded directly in the county's primary aquifer recharge areas.



Studies have shown that under the best of conditions, leach lines or percolation pits have a life expectancy of 10 to 12 years.² Failure of the system may be the result of a change in one condition or a combination of factors.

Soils which percolate very rapidly (over 6 inches per hour) remove effluent quickly from the upper few feet of soil, the primary area where the biological and chemical breakdown takes place. After the waste water has moved through too fast to be processed it moves into lower strata which are generally full of water. While an individual landowner of such soils may never be impacted with the effects of septic system failure, the county's water system could be harmed. It could be steadily degraded if such soils are used as leach fields. If a land owner also uses wells for water supply, as many

unincorporated residents do, the well is quite likely to be contaminated to some degree in these soils.

Soils of this kind are found throughout the county in many places in the vicinity of mountain and valley floor streams and creeks. These soils have been mapped. Percolation tests for additional areas are also important.

Hillside

Slope is another characteristic which constrains proper leach field functioning. Slope is itself a constraint. Slopes above 20% become increasingly difficult to use successfully, and require very careful design and control.

If the absorption field is constructed on steep slopes where there is a layer of dense clay, rock, or other impervious material near the surface, the effluent will flow above the impervious layer to the surface and run unfiltered down the hillside.³ Mountains are generally made of more resistant rock and therefore have less soil and are less pervious at depth. It is difficult to design a dependable system because soil depths are not uniform.

"The discharge of sewage in an area where bedrock is close to the surface is hazardous, particularly where the water supply comes from the creeks and crevices in the rock."⁴ Soils with bedrock within three feet of the surface are mapped, and are considered far too shallow for septic leach field placement. Much of the mountain soil is this shallow.

A study at Oregon State University has shown that leach fields located in hillside areas may be susceptible to massive failure during heavy winter rainfall.⁵ Channels in the soil, caused by mole runs, worms, decaying root systems and shrinking and swelling of the soil, may create a network of small underground streams which allow water and micro-biological agents freedom to move quickly.

High Groundwater

Parts of the unincorporated area of the county have high groundwater, and/or poor wintertime drainage. These areas are also frequently dependent on both wells and septic tank systems. The south valley, south and east of Gilroy, the northern Coyote Valley and the lowlands by the San Francisco Bay are such areas.

In addition to their limitations for septic drain fields, the young bay mud and areas of saturated soils in other parts of the county have severe limitations for the support of buildings and fills due to their inadequate strength under static loading conditions. Furthermore, all saturated soils in the county are also impacted by severe flood hazards.

Pollution

Wastes associated with septic tank failure include nitrate, salts and fecal microorganisms. The most serious contaminants are viruses, including those associated with human wastes. Some viruses (polio, for example) have been known to live up to five years in a soil environment.⁶ Fecal microorganisms can cause infectious hepatitis, typhoid fever, bacterial dysentery and intestinal ailments.

Other health effects can be caused by salt contamination. About 300 milligrams/liter of salts are added to the water by domestic use. Therefore, waste water entering the groundwater will increase the mineral concentration. ("Salts including) sulfates, chlorides and nitrates move with the water."

Nitrates in groundwater appear to be increasing throughout the county. Nitrate levels in some areas of the county are above the state maximums allowable for drinking water. These areas are found from Morgan Hill to south of Gilroy. Nitrates are a serious hazard for babies. The pressure of nitrates in water is caused both by agricultural fertilizer and by septic tank use.

While gross comparative data for other salts and minerals is very sketchy, it can be assumed that septic tank system use has a continuing detrimental effect on the salt and mineral content of groundwater, both in local areas and in general, whether or not septic leach fields are functioning.

Practices and Experiences With Septic Systems

There is a large rural population now served by septic tank systems, and experience has shown a mixed set of results. There are thousands of septic tanks systems currently operating and most are assumed to be functioning satisfactorily. At the same time, there have been repeated cases of failure and many questions raised. The most dramatic problems have been in areas where large scale failures have necessitated the installation of sewers. The greatest questions are for areas like Paradise Valley and San Martin in which the impact of the septic systems on groundwater is not known. A preliminary study of Paradise Valley raised more questions than answers and generally led to the conclusion that sewers were the best answer for that area of concentrated rural suburban housing. In the case of San Martin, a study on waste disposal has been funded at the invitation of the Regional Water Quality Control Board.



The county has had several very bad experiences with septic tank leach field failures. One area, Summerhill Basin in Los Altos, had an 80% failure rate in the early 1960's. Above Saratoga a recent study documented that 27% of failures were occurring in one small watershed area. Bodies of surface water have been polluted. The extension of Lexington Reservoir to the west of Highway 17 at the base of Lydon Canyon and Stevens Creek is polluted to an extent noticeable by both sight and smell. Development in the Los Gatos watershed has been stopped while water issues are being studied.

In densely settled areas with septic system failures, the only solutions may be to extend sewers. In remote areas the costs for such corrective measures can be astronomical. Once sewers are extended, urban densities may be encouraged whether or not other environmental, resource and service factors would make them desirable.

Some of the worst pollution is due to totally illegal methods of disposal, i.e., sumps, sewer wells, and open drains into water courses and onto land. The County has been unable to stop some of the worst individual pollution sources. Staff is simply not available to do regular monitoring of leach fields, groundwater conditions or stream water quality. Continuing to allow land uses dependent on septic tanks in areas of inherent unsuitability can only result in additional unsolvable pollution.

There are many parcels, already divided, which will never be able to meet septic tank leach field criteria. Many very large parcels are composed entirely of very steep slopes; some have bedrock at or very close to the surface; some have high groundwater, drainage problems, or both; many are composed entirely of soils which do not percolate properly.

An added concern for water quality is the lack of monitoring and control of the numerous individual water systems in the rural area.

For private wells with one to four connections, the quality of the water, once the well has been tapped, is the responsibility of the owner. If an individual suspects that a domestic well has become contaminated, the owner must pay for an investigation by a private laboratory. There are many potential health problems from drinking water in Santa Clara County including contamination by nitrates (a hazard to infants), brackish waters (a hazard to people who should restrict their sodium intake--such as persons with heart conditions), bacteria and phosphates. People on private systems should be educated about water quality risks. Designation of a public laboratory where they can send their water to be tested also seems desirable. Although the Environmental Management Agency checks the quality of water in domestic wells when they are initially dug, it is possible for a well to become contaminated by surface or subsurface sources. It appears that a sound health promotion practice would be to encourage individuals to have their own water source periodically checked.

Due to the potential for septic systems to fail, leach field expansion areas are required. The county has had little control over construction of swimming pools or other improvements in areas designated for expansion, thereby making the expansion area unusable.

Footnotes

1. Inerfield, Arthur J., and Associates, Septic Tank Leachate as a Source of Water Pollution, report to the Santa Clara Valley Water District, Santa Clara County Health Department, Santa Clara County Planning Department, June 1974, p. 33.

2. Franks, Alvin L., "Geology for Individual Sewage Disposal Systems," California Geology, September 1972, p. 195.

3. Soils and Septic Tanks, Agriculture Info. Bulletin 349, Soil Conservation, U.S. Department of Agriculture, p. 8.

4. Inerfield, Arthur J., Op. Cit., p. 52

5. Cause of Septic Tank Failure, Department of Social Science, Oregon State University, November 29, 1977.

6. Franks, Alvin L., Op. Cit., p. 203

7. Inerfield, Op. Cit., p. 34.

8. Ibid., p. 51

POLICIES

1. Urban land uses shall be in cities, and should be served by sanitary sewer systems.

2. Only very low density development shall be allowed on septic tank systems in the rural areas. The maximum density for new land divisions intended to be served by such systems shall be two and one-half acres per building site, and maximum densities shall not be extended over large areas or in areas likely to have a negative cumulative impact.

3. All new septic systems are to be located in areas where there is reasonable assurance that they will function over a long time period, shall be designed to have a minimum negative impact on the environment, and shall be strictly controlled to avoid placement of systems where leachate may contaminate wells, groundwater or surface water.

4. Areas with high ground water conditions and saturated soils shall not be used for septic systems, and land divisions in such areas shall be denied or limited to lots of one hundred acres or more in size.

5. Areas with residential uses and known or suspected sanitary waste handling deficiencies should be studied to determine if there is water contamination occurring and whether alternative water or sanitary facilities are needed. Once an area has been identified for such study, there should be little if any added development allowed until the water quality issues are resolved.

6. Special area plans and neighborhood plans to determine the suitability of development in an area shall include determination of the allowable density for septic tank use within the area based on physical characteristics of the area.

7. Land use amendments to the General Plan and zone changes shall be made which minimize the concentration of people and uses requiring high levels of sanitary waste disposal in areas with physical characteristics which are likely to cause a pattern of septic tank failure.

IMPLEMENTATION

1. Develop and implement standards for land development using septic systems which minimize the environmental impacts of such systems and maximize the potential of such systems to function for the useful life of the structure they serve.

(Implementors: County)

2. Establish a low cost, available laboratory to test septic systems and wells at the owner's request.

(Implementors: County or Private)



Noise

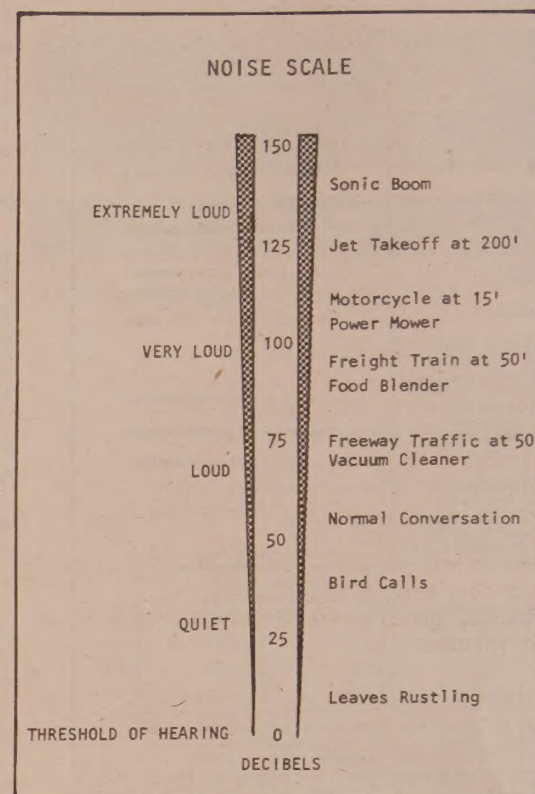
Noise is unwanted sound. The impacts of noise can be annoying and physically harmful. Exposure to intense noise may lead to irreversible hearing damage, and may induce other health problems due to stress. The effects of noise build up over time, so it is necessary to deal not only with the intensity of sound but also the duration of exposure which people have to the sound. In planning for a healthy environment, the General Plan seeks to:

- o Avoid and eliminate situations in which people are exposed to damaging levels of noise.
- o Assure a physical environment in which people and each land use may function without impairment from noise.
- o Protect homes from levels of noise that would disturb sleep or interfere with concentration, rest, or relaxation.
- o Preserve the abundant areas of tranquility that exist in the rural portions of the county.

The approach taken to protect the community from excessive sound involves an objective method for measuring sound, standards for the level of sound allowable with different land uses, a process for using the standards in land development, and a noise ordinance.

Measuring Noise

Sound is measured in decibels (dB) using a special meter. The decibel scale of sound is logarithmic, so that increases in measured level represent geometrically increasing amounts of sound. Twenty dB is 10 times louder than 10 dB, and 30 dB is 100 times louder than 10 dB. Everyday sound ranges from 30 dB (very quiet) to 100 dB (very loud), as represented by the accompanying Noise Scale.



The human ear is more sensitive to some frequencies than others, and the most useful scale for sound measurement is one that is adjusted to emphasize those frequencies to which the human ear is most sensitive. This adjusted scale is called the "A-weighted sound level" and is indicated by the symbol dBA.

The level of sound that impacts a property varies greatly during the day. As an example, the sound near an airport may be relatively quiet when no airplane is taking off or landing, but will be extremely loud during a jet takeoff. In order to deal with these variations during the day, several noise indices have been developed which measure how loud each sound is, how long it lasts, and how often the sound occurs. The indices express all the sound occurring during the day as a single average level, which if it occurred all day would convey the same sound energy to the site. The most popular of these sound indices are the Day-Night Average Sound Level (Ldn) and the Community Noise Equivalent Level (CNEL). These two indices both respond to the community preference for quiet during the evening and night by a heavier weighting of noises which occur at night than of daytime noise.

The General Plan uses the Ldn system for measuring sound as the basis for its standards. The Ldn system is recommended by the Environmental Protection Agency for community noise planning.

The Santa Clara County Airport Land Use Commission uses the CNEL system of measurement for noise near airports. For all practical purposes, the measurements from the Ldn and CNEL systems are the same, and the standards of the Plan may be utilized with information from either system of measurement.

Standards for Land Use Compatibility with Noise

The "Noise Compatibility Standards for Land Use in Santa Clara County" and the "Satisfactory Interior Noise Levels" were developed to set the levels of noise which are compatible with the performance and enjoyment of different classes of land use. The standards include both exterior and interior levels of sound. These standards are to be used in the review of subdivisions, building sites, architectural and site approval permits, use permits, and zone changes in areas subject to noise impacts. Each of these standards is intended to protect the people on site from noise coming from outside sources, and to prevent new projects from generating adverse noise levels on adjacent properties.

The Noise Compatibility Standards for exterior noise indicate three levels of concern for noise impacts for different land uses: satisfactory, cautionary, and critical.

NOISE COMPATIBILITY STANDARDS FOR LAND USE IN SANTA CLARA COUNTY		
NOISE LEVEL EVALUATION (See text)		
----- Satisfactory ----- Cautionary ----- Critical		
LAND USE CATEGORIES	EXTERIOR NOISE COMPATIBILITY STANDARDS (Noise Level - L _{dn} Value in Decibels)	
	45 50 55 60 65 70 75 80	
RESIDENTIAL	-----	
COMMERCIAL Hotel Typical	-----	
INDUSTRIAL	-----	
PUBLIC OR SEMI-PUBLIC FACILITIES Church, Hospital, and Nursing Home Schools and Libraries Civic Buildings & Other	-----	
OPEN SPACE* Agriculture Parks, Open Space Reserves Wild-life Refuges, etc.	-----	
EFFECT ON HUMANS AT THIS NOISE LEVEL	Voice Levels Which Permit Conversation at 3 meters (10 ft.)	
	Maximum Noise for Undisturbed Sleep - EPA	Potentially Hazardous to Health - EPA
	Normal	Raised
*For open space uses there are no critical noise levels listed. Homes in agricultural areas shall be subject to the "Residential" standards. Public buildings in parks and open space areas shall meet noise standards as listed under "Public or Semi-Public Facilities". For open space areas, the satisfactory level shall define the maximum level of noise which a new neighboring land use may impose on the open space use.		

Satisfactory noise levels are those which pose no serious threat to the given land use. As an example, residential uses in environments with an L_{dn} noise level of up to 55 will allow outside conversations without the need to talk in raised voices. Standard house construction will reduce interior noise levels to a point where normal sleep will not be interrupted. Agriculture may be conducted in a very noisy environment, so the satisfactory exterior level is set at 70 L_{dn}. Above 70 L_{dn}, the noise could be detrimental to farming, and cause long-term health effects. Normal human activities should not take place in unprotected areas impacted by an L_{dn} above 75.

Cautionary noise levels are those in which normal building and design are not adequate to protect the land use but which can be easily mitigated by simple methods of noise attenuation. (See appendix for suggested methods of noise attenuation.)

Critical noise levels are those for which simple solutions to noise attenuation are not adequate and where uses should be allowed only if they have been designed for noise reduction by a professional who is competent in sound reduction.

SATISFACTORY INTERIOR NOISE LEVELS		
Use	d B A	
RESIDENTIAL	45	
COMMERCIAL		
Hotel-Motel	45	
Executive Offices, Conference Rooms	55	
Staff Offices	60	
Restaurant, Markets, Retail Stores	60	
Sales, Secretarial	65	
Sports Arena, Bowling Alley, etc.	75	
INDUSTRIAL		
Offices (same as above)	55-60	
Laboratory	60	
Machine Shop, Assembly, & Others	75	
Mineral Extraction	75	
PUBLIC OR SEMI-PUBLIC FACILITY		
Concert Hall & Legitimate Theater	30	
Auditorium, Movie Theater & Church	45	
Hospital, Nursing Home & Firehouse (sleeping quarters)	45	
School Classrooms	50	
Library	50	
Other Public Buildings	55	

The standards for interior noise levels express the level above which the functioning of the land use would be impaired. Noise within commercial and industrial structures is additionally regulated by the state and federal governments to protect employees from harmful noise exposure. Within residences, the occupants may impose much

higher noise levels on themselves (loud stereos, etc.) so long as they do not affect their neighbors. The point of the interior standards is to assure that people are not normally subjected to annoying or damaging noise which they do not control.

Areas of Noise Impact

In 1974, the county conducted a survey to determine the impact of noise in the unincorporated portions of the county. It was found that the major areas affected by noise are those associated with transportation - the land near major roads, railroads, and airports.

In general, the lands not affected by transportation had readings in the 40 to 55 L_{dn} range, with remote parks having readings in the very low range below 40 L_{dn}. Within the rural lands, general noise levels are low but specific noises are often extremely annoying - blasting from quarries, power boats, and off-the-road vehicles may disturb the serenity of an area without significantly affecting the day-long average readings of the L_{dn} scale. Diesel trucks from quarries may impose significant noise on other land uses.

Noises generated by transportation are by far the most significant and persistent in the county. Large and fairly well defined areas along freeways and near airports have been mapped by the State of California, by the County Transportation Agency, and by the Santa Clara County Airport Land Use Commission. In addition, the noise survey of the county indicated a pattern of noise impact along several county highways.

The Noise Compatibility Standards indicate that noise above 65 L_{dn} is critical for residences, meaning that homes should either not be permitted or be specially designed. The 65 L_{dn} area extends more than 500 feet from the South Valley Freeway and from Monterey Highway (which also has a major rail line near it). The sound level within 1,000 feet of a commercial jet aircraft may be 100 dBA or higher. The 65 L_{dn} area at the San Jose Municipal Airport extends about three miles south of the runways. The South County Airport in San Martin is not a jetport, but does generate considerable noise.

An important part of planning for a safe environment is the avoidance of unnecessary transportation noise. The Transportation chapter of this Plan includes policies to help reduce traffic congestion and help keep traffic flowing. Smoothly flowing traffic generates less sound than stop and go traffic. Additionally, the County may decide to avoid high levels of noise from the South County airport by limiting flights so that no large aircraft or evening uses are allowed at the facility.

The Noise Compatibility Standards for Land Use indicate that most land uses are satisfactory in noise environments of less than 55 L_{dn}. Above 55 L_{dn}, land uses require closer attention. In order to use the standards, it is necessary to define the areas of the county which are affected by noise levels of 55 L_{dn} or higher.

Noise impact areas are defined as areas with noise of 55 L_{dn} or greater, and include the following land outside urban service areas:

- o 1,000 feet from all freeways
- o 1,000 feet from Highway 17 and from Monterey Highway
- o 500 feet from Pacheco Pass Highway and Santa Teresa Expressway (including planned extensions)
- o 300 feet from Hecker Pass Highway
- o 200 feet from Congress Springs Road
- o The 55 CNEL line of the South County Airport (note: until this is specifically mapped, it shall be an area extending twice the distance of the 60 CNEL line).

Within urban service areas, noise levels have been inventoried in the noise elements of the city general plans. The county recognizes this city data for lands within urban service

areas. Within urban service areas, lands shall be considered to be impacted by noises which are within 1,000 feet of a freeway or expressway, land within the 55 CNEL area of an airport (or where such a line has not yet been established, the most detailed existing sound contours shall be used as a basis for extrapolation), and land near roadways where city comments on projects indicate a noise impact to exist.

Within areas identified as impacted by noise, it will be necessary to design projects to be compatible with the specific types of noise on the site. The best basis for this design is to plan to make the project compatible with the loudest individual noise sources that affect the site. In the case of airports, this noise is the loudest aircraft that normally uses the airport. The ALUC has defined this sound level for each airport. In the case of roads, the level under state law is the maximum noise set for trucks.

MEASURES TO REDUCE THE IMPACTS OF NOISE

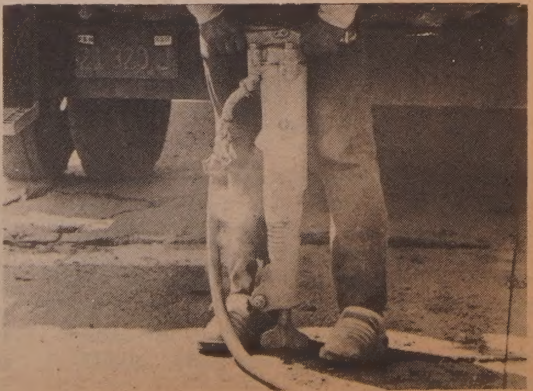
There are a number of policies and actions described in the Plan which will assist in reducing the impacts of noise.

Process for Noise Review

Applications for a subdivision, building site approval, use permit, Architectural Site Approval permit, cluster permit, or variance for a site located within a noise impact area shall be reviewed to ensure a compatible noise level.

1. Reviewing staff shall refer to the most specific detailed noise inventory available (the Airport Land Use Commission maps of noise contours, or the highway noise contours prepared by the State of California, or County Transportation Agency) and shall determine the estimated noise level on the site.
2. If the noise level at the site is indicated as satisfactory for the proposed use, then the project may proceed.
3. If the noise level is cautionary for the proposed use, then the application may be approved only under the following conditions:
 - a. The applicant must submit expert evidence acceptable to the County, proving that the noise level on the site is within the satisfactory range;
 - b. The applicant must agree to noise attenuation measures acceptable to the County that will accomplish needed noise reduction in dBA to meet the specified interior noise level within the structure and to reduce noise in exterior living areas (patio, etc.) to the satisfactory level. Noise reduction shall be based on the loudest individual noise source normally affecting the site; or
 - c. The applicant must propose alternative noise attenuation measures which have been designed by a competent expert and accepted by the County to accomplish the needed noise reduction.
 - d. If none of the options are utilized, or if the proposed noise attenuation is not satisfactory to the County, then the application will be denied.

4. If the noise level is critical for the proposed use, then the application may be approved only if:



- a. The applicant submits expert evidence acceptable to the County that the noise level is either satisfactory or cautionary, and the application is processed accordingly; or
- b. Noise attenuation measures designed by a competent expert and acceptable to the County are made a condition of the project.

5. The Noise Compatibility Standards for Land Use shall also be used in conditioning of applications which have potential sources of noise. The principle to be followed is that no project should generate noise which would impact another property with a level of noise above the satisfactory level for the planned use of the other property. This may be accomplished through setbacks of noise sources from property lines, through noise barriers, or by building methods.

Noise Ordinance

The noise compatibility standards are useful for new land development projects in areas with predictable noise impacts and for new applications for noise-producing activities. However, much of the noise in the county cannot be controlled through the land use process.

The County has developed a noise ordinance to deal with noise which is already affecting the community and sources of noise which are not subject to land use permits. The noise ordinance provides standards for the maximum noise which may be emitted within residential, commercial, and industrial areas. It also provides standards for noises disturbing to people and animals, such as barking dogs and loud stereos. The ordinance complements the land use compatibility standards of this Plan.



County Mitigation of Noise from Expressways

The County has a program for the installation of sound barriers along county expressways in selected non-industrial areas which are severely affected by noise. The County will install barriers to protect already existing uses when constructing new or altered expressways, build barriers at the request of the majority of landowners along stretches of existing expressways, and contribute money which would otherwise be required for county fencing if a private developer builds an acceptable sound barrier along an expressway. In order to be eligible for these county improvements, the exterior noise must be above 70 dBA for ten percent of the time during the peak traffic hour in areas with residences, motels, hotels, public meeting rooms, schools, churches, libraries, hospitals, picnic areas, and selected recreational uses. Barriers may also be erected by the County if interior noise levels are above 55 dBA during ten percent of the peak traffic hour in public meeting rooms, schools, churches, libraries, hospitals, and similar public buildings.

Sound barriers should be landscaped or designed to avoid ugly graffiti.

POLICIES

- 1. Provide an environment for all residents of Santa Clara County free from noise that jeopardizes their health and welfare.
- 2. Land development projects in areas of noise impact (land subject to sound levels of

55 Ldn or greater) shall be approved, denied, or conditioned to achieve a satisfactory noise level for the given land use (as defined in the Noise Compatibility Standards for Land Use and Satisfactory Interior Noise Level charts of this Plan). Noise reduction shall be based on the loudest noise source normally experienced.

3. Land development projects located in areas where the sound level is critical for the given land use shall normally be denied. Such projects shall be approved only upon completion of specific noise testing and acceptance by the County of a detailed design by a competent professional (defined as a professional engineer or architect who is recognized by the Environmental Health Department as being competent to interpret sound data and to design projects for noise attenuation) to attain a satisfactory noise level for the project.

4. Proposed land development projects or uses authorized through zone change shall not be allowed to generate noise which violates the noise ordinance or which would result in a noise level above "satisfactory" (as defined by the Noise Compatibility Standards for Land Use) on another property. It shall be the responsibility of the developer to reduce or buffer noises generated to achieve a satisfactory level of noise for the specific land uses designated for nearby properties.

5. South County airport shall be operated as a day facility only. Jets and other aircraft generating more noise than those presently in use shall be prohibited.

IMPLEMENTATION

- 1. Review and revise County land development ordinances to incorporate such changes as are necessary to implement the noise policies of the Plan. (Implementor: County)
- 2. Adopt the Noise Ordinance. (Implementor: County)
- 3. Include the issue of noise impact in referrals to cities for projects on unincorporated land within urban service areas. (Implementors: County, Cities)
- 4. Revise ordinances pertaining to the height of fences to allow the construction of needed sound barriers which would exceed the maximum heights otherwise allowed, and to require landscaping of sound barriers. (Implementor: County)
- 5. Condition use permits for future quarry operations, timber harvesting permits, and similar activities involving the use of loud trucks, blasting or chain saws. The conditions should limit hours in which noise is generated and limit the routes taken by trucks. (Implementor: County)
- 6. Provide sound barriers where needed and eligible along freeways and expressways where noise levels impact surrounding land uses. Provide for landscaping of barriers. (Implementors: County, State)
- 7. Develop 55 CNEL noise contours around airports. (Implementor: County)
- 8. Require the applicant to collect noise level data satisfactory to the County, when:
 - a. Specific on-site noise testing is necessary to determine precise noise levels, or
 - b. The applicant challenges the data on file with the county. (Implementors: County, private developers.
- 9. Develop a list of types of projects which are likely to generate noise and which will be routinely evaluated and conditioned for noise standards. (Implementors: County)

SOCIAL WELL-BEING

GOALS

DESIRED COMMUNITY CONDITION

- o A society conducive to optimum social functioning
- o A sense of belonging among its members
- o Harmonious intergroup and interpersonal relations

COMMUNITY GOALS

- 1. A social environment sufficiently stable to meet the needs of the community for predictability and order, yet sufficiently dynamic to accommodate the changing needs and wants of the population.
- 2. Persons enabled to function so as to meet their own needs, competently, carry out their responsibilities as members of society and relate effectively to others.
- 3. Persons unable to care fully for themselves are assisted in meeting their personal and social needs.

OVERVIEW

County government plays a major role in providing human services to county residents through the Department of Social Services, Human Relations Commission, Commission on the Status of Women, Consumer Affairs, the Multi-service Center and others. The range of services offered and policies governing social services are beyond the scope of the present General Plan study. The individual agencies responsible for the social services available to county residents have separate policy and planning documents which govern their actions. A separate effort is needed to bring the various service agencies together to develop a cohesive set of goals, policies and implementing actions related to the social well-being of the community.

The role of this General Plan in providing for the social welfare of the community is largely focused on the physical aspects of the county. The physical conditions of the county and the quality of planning are essential to the realization of the county's goals for social well being. The General Plan seeks to establish an environment within which individuals, families and groups may satisfy the following basic needs for a healthy society:

- o Housing that is decent, affordable, and available without discrimination to those who need it,
- o A supply of jobs which is sufficient in numbers and variety to provide employment for all who live in the county and for a sound local economy,
- o An opportunity for those who work in the county to live in the county in locations reasonably near to their jobs,
- o Orderly and controlled urban growth which both fosters community identity and improves efficient provision of services to people,
- o A transportation system which allows efficient movement of people and goods,
- o A physical environment which is healthy, safe and attractive, and
- o A responsive governmental process for planning and managing the physical growth of the urban area.

The patterns of growth and development within the county are of fundamental importance in the social-economic composition of the community. Patterns of income and ethnicity often correspond to the types and prices of the housing supply in different areas which are in turn influenced by general plans.

In addition to the overall physical environment necessary for a healthy society, there are a number of policies within the Plan that

SOCIAL WELL-BEING

are intended to help those with greatest needs. There are several groups of people who have greater than average difficulty in living within the county because of income constraints, physical barriers imposed by the urban environment, or social prejudices. These groups include ethnic and racial minorities, the poor, the handicapped, female heads of households, and the unemployed.

This section of the General Plan provides a limited amount of information on some of the groups within the county with special planning problems and recaps many of the policies found within the Plan to help address these needs.



ETHNIC COMPOSITION OF THE COUNTY

Santa Clara County's population has long benefited from the contributions of a variety of ethnic groups. In addition to a number of groups of European origin, Mexican-Americans and Orientals have been important contributors. Groups such as Blacks, Native Americans, and others while small in number have contributed to our achievements and diversity.

The racial and ethnic composition of the county was measured in both the 1970 and 1975 census, however, two different methods were used. In 1975, residents were asked to identify their own race and cultural background by choosing from a list of categories. In 1970, the U.S. Census Bureau used this same method for one set of questions but, in addition, used another method to count the Spanish heritage population based on "Spanish Surname and/or Language". Because of the different methods the population counts for the 1970 and 1975 Hispanic population for Santa Clara County are difficult to compare and do not reflect the true picture of the changes taking place within the Hispanic heritage group.

The 1970 Census, using a method based on family surname and childhood language, reported that the Hispanic population as 17.5%. However, using another method, the 1970 Census also reported a figure of 12.3%. The 1975 Census, using the self-identification method, measured the Hispanic population as 11.6%. The results of the 1980 Census, which is using the self-identification method, will be available in Spring 1981.

The presence of this large ethnic minority has caused the county to utilize many bilingual workers and institute bilingual programs that serve large portions of Spanish speaking individuals. Many of the schools have active bilingual programs to assist students in learning English and in understanding their heritage.

Asians (Japanese, Chinese, Filipino) were the second largest minority group in the county at 3.5% in 1975 compared with 2.8% in 1970. This group, when expanded to include all Asians, such as Vietnamese, Cambodians and Koreans, is the most rapidly growing minority in the county.

The county Black population was 2.5% in 1975 (1.7% in 1970) compared to 10.6% in the five other San Francisco Bay Area counties.

While there appears to have been some opportunity for dispersion during the past 10 years, minority groups, particularly those who have not succeeded in raising their income, tend to concentrate in central and eastern San Jose and the older parts of Santa Clara, Mountain View and Palo Alto. The minority population tends to be concentrated

in roughly the same areas as the low income households, which points to a growing problem of economic and ethnic polarization of the community.

Comparison of Minority Groups

Age. All of the minority groups had a lower median age than the county average of 25.7 years in 1970. The Hispanic population had a median age of about 20.4 years. Approximately 48% of the population was under 18 years compared to 36.5% of the majority population.

The percent of elderly minority individuals was also lower than the county average.

Income. Family income varied among the minority groups. The median family income in the county in 1970 was \$12,450 which was well above that of the Hispanic and American Indian families (approximately \$9,800). On the other hand, Japanese and Chinese families were above the county median at \$13,540 for Japanese and \$14,620 for Chinese.

Homeownership. The homeownership rate in the county in 1970 was 61.7%. The Hispanic population was more than 10% below the county rate; the Blacks about 15%; and Native Americans more than 20% below. The Japanese and Chinese again proved to be the exception with the rate of homeownership 11% and 6% respectively above the county.

INCOME CHARACTERISTICS OF THE COUNTY

While Santa Clara County has been experiencing a prosperous local economy, more households than ever before are finding it difficult to meet their everyday needs for food, shelter, health and transportation. The buying power of the average household income, discounting inflation, increased at very modest rates over the last 10 years, less than 1% per year, in spite of the fact that the median income has increased.

On the other hand, the strong growth of the electronics industry has meant that many families are in the high end of the income range. Approximately 34.8% of the households in the county earned over \$18,000 a year in 1975. Most of the higher income households are living along the outer edges of the county close to the foothills in cities like Palo Alto, Los Altos, Saratoga and Los Gatos. As a result, home prices in these areas are extremely high, averaging \$120,000 in 1979. Minimal land in these areas is available for development, most of which is hillside, so large lots and high prices will continue to make these areas exclusively high income.

Despite the apparent prosperity of the county, many households have been left behind. The proportion of families which are earning less than 80% of the county median income is increasing. This meant that in 1974, 142,800 households in the county earned less than \$11,653. According to federal standards from the Department of Housing and Urban Development (HUD), in 1980 the low income threshold for a family of four was \$17,100, which means that a large portion of the county's work force is considered low income. Many households now rely on several wage earners to keep up with the cost of living.

The Housing section of the Plan describes in more detail the dilemma that low and moderate income households face in obtaining housing.

Poverty

Poverty households are defined as low and very low income households whose income is adjusted for family size. Family size is an important variable to consider when evaluating low income households. The poverty threshold in 1974 for a family of three was \$4,810; in 1979 it was \$5,760. In the period between 1969 and 1974, the number of poverty households grew by 25%. Information from the State Employment Development Department for 1980 indicate that 8% of the population in Santa Clara County is in poverty.

The aged, handicapped, women who are household heads, and minorities have a higher incidence of poverty than the rest of the population. These are the groups in the county who are most affected by an increasingly high cost of living. They are often discriminated against in the job and housing market and therefore become more dependent on government for necessary social services to survive.

Children are perhaps the most unfortunate victims of poverty. Poor nutrition, inadequate clothing and poor health care can often result from poverty situations.

Location of Low Income Households

The geographic location of low income households has changed over the last 15 years. In 1960, low income households were concentrated in a band running from Milpitas in the north through Morgan Hill and Gilroy in the south. This pattern changed between 1960 and 1975 so that the greatest concentrations are now in San Jose and Gilroy. Central San Jose has 46% of all very low income households in the county.

The change in the relative concentration of low income households has occurred because: 1) new low income households who entered the county between 1960 and 1975 tended to settle in existing low income areas, thereby reinforcing past patterns; and 2) new development occurring in Evergreen, Berryessa, South San Jose and Morgan Hill changed the character of these areas because the new housing tended to be more expensive than the old. Even though the concentration of low income households declined, there are still many low income households located in these areas.

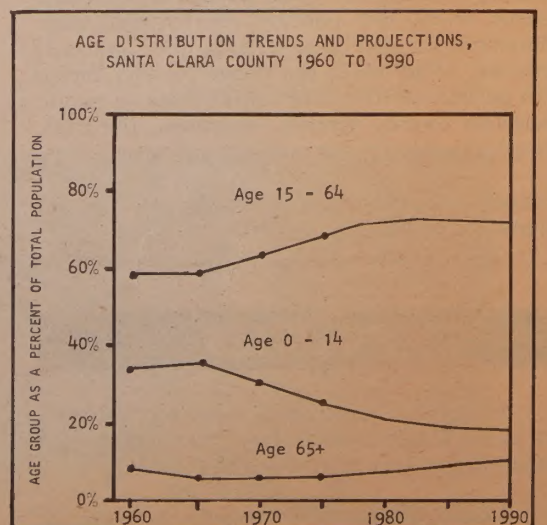
Unemployment

Unemployment is a persistent problem despite unprecedented growth in jobs. May 1980 data of the State Employment Development Department shows that unemployment in Santa Clara County equaled 5.5% of the labor force. The equivalent figure for the state was 7.1% and for the nation it was 7.8%. This relatively favorable county unemployment rate is of recent origin. During most of the seventies, Santa Clara County has had unemployment higher than the national rate. The rate has fluctuated up and down over the past 10 years. A more complete discussion of unemployment in the county can be found in the Economic Well Being section of the Plan.

AGING OF THE POPULATION

A major trend in the population of the county is the changing age composition, with greater proportions of the population in older age groups than ever before. Changes in demographic characteristics such as a lower birth rate and longer life spans means that the population will have an older average age in the future than it does now.

By 1990 there will be about 68,000 fewer children under age 15 than there were in 1975, and school age children will form a smaller proportion of the population. This trend is already apparent in the mature portions of the county and has been most strongly felt among children of elementary school age, forcing schools to close during the last few years. By 1990, the school population



will be smaller countywide. There may still be localized areas with increasing numbers of school age children, particularly where there are large numbers of new homes being built. Large school districts, like San Jose Unified, may continue to face the need to close underutilized schools in some neighborhoods while schools in other parts of the district are overcrowded and need expansion.

The age group 15 to 64 includes most of the working age population. This age group will increase in both numbers and as a percentage of the total population. In 1975, 760,000 people were between the ages of 15 and 64, or 67% of the total population. By 1990, this age group will grow to 991,000 people and will be 73% of the population. This means that there will be a larger pool of people in prime working age and that more jobs will be needed in relation to the total number of people in 1990 than in 1975. The employment targets which have been proposed in the Economic Well Being section of the Plan are set at a level which would provide employment opportunities for the natural increases in working age population and for the increasing participation of the population in the labor force.

Elderly

People age 65 and older will constitute a larger proportion of the population. The total number of elderly will increase from 74,000 in 1975 to 131,000 in 1990. Elderly people place high reliance on many community facilities and upon public transportation. They also have specialized needs in terms of housing, transportation and medical care costs.

The elderly have a very high incidence of poverty compared to the county average. For instance, 8% of the county population was at the poverty level in 1975, but 36% of persons 75 or older were in poverty. Income problems for these elderly households are severe as retirement incomes generally do not keep pace with rapidly increasing housing, food, medical care, and energy.

Older persons are suffering from an even greater problem than low income and that is "ageism". Ageism is the process of systematic stereotyping of and discrimination against people, because they are old.

Many older persons are neglected, starving, abused and powerless in our society. They have been increasingly dependent on society to provide for needs that once were met within the family unit. Deficiencies in public transportation and available medical facilities affect these people the most.

Many elderly are concentrated in older neighborhoods, particularly in Central San Jose. These areas are subject to change as older persons die and new young families move in. Much of the support network of the elderly is lost and they must rely more on social service agencies.

The County has been very active in providing social services to the elderly through the departments of Transportation, Health, Valley Medical Center and Social Services. On May 13, 1980 the Board of Supervisors adopted "A Plan for Serving Older Persons Better" prepared by the Office of Management and Budget. The conclusions of the report are as follows:

- o Direct County administered services to older persons are extensive.
- o County departments involved in provision of these services are not adequately coordinated
- o Coordination is needed among the multiple funding sources
- o Need to eliminate ageism and better meet the needs of older persons in areas of transportation, health, services, economic security, housing, employment, safety, and improved quality of life.

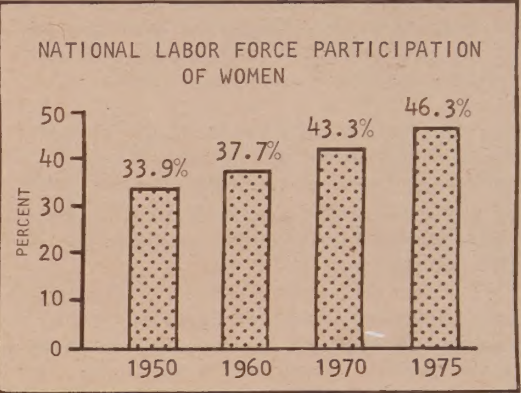
A series of goals and policies were adopted by the Board to respond to these needs.

STATUS OF WOMEN

The changing role of women in society has lead to a greater awareness of problems that women face in obtaining jobs, credit and housing. While the labor force participation rate of women has increased significantly over the past 20 years, giving women greater independence and influence in society, there are still many inequities compared to men. For instance, the median weekly salary of a woman is still only 62% of that of a man.

Working Women

In Santa Clara County the labor force participation rate of women in 1975 was 50% and is projected to go as high as 58% by 1990.



The most significant increase in the labor force nationally has come from the influx of working women with children. In 1950, 18.4% of married women with children under 18 worked; in 1976 the rate was 46.1%. This change has resulted in an increased demand for child care centers.

Santa Clara County has an extensive selection of private and publicly assisted centers throughout the county but there is still a vital need for facilities to accommodate infants and children under two years of age.

Female Head-of-Household

Within Santa Clara County approximately 22% of the households are headed by a single woman, often with children. Nationally approximately 14% of all families are headed by women and one-third of them have incomes below the poverty level. In Santa Clara County 51% of the households below the poverty level were headed by a female.

While a larger proportion of the women work, their household incomes are substantially lower. They are more likely to live in rented housing, be widowed, divorced or separated. They have fewer than average children and a larger proportion of women are over 65 compared to the rest of the population.

PHYSICALLY DISABLED

The physically disabled comprise a relatively small part of the county population but the problems they face in terms of access to housing and mobility are severe. According to the 1975 Census, there were 44,597 handicapped persons in the county. State Department of Rehabilitation in July 1974 indicated a total of 81,290 persons. The large discrepancy between State and Census information will hopefully be resolved with the 1980 Census.

COMPARISON OF HANDICAPPED AND NONHANDICAPPED POPULATION IN SANTA CLARA COUNTY 1975		
	Handi-capped	Nonhandi-capped
Median Income	\$7,100	\$14,900
Unemployment Rate	27.1%	9.1%
Labor Force Participation Rate	35.9%	60.4%
% of Population 60 years+	48.4%	14.4%

When the physically disabled are compared to the non-handicapped population in the county, there are a number of significant differences which put the handicapped at a decided disadvantage.

The problems caused by lower income and higher unemployment make it difficult for the handicapped to live independently in this community. Housing, which is already scarce and expensive, is further limited to the physically disabled because of physical barriers like stairs and doors.

Architectural barriers such as curbs and entrances to buildings or public toilets are slowly being removed through the use of federal Housing and Community Development funds but more needs to be done. The Housing section contains some specific implementation measures to secure housing for the physically disabled.

POLICIES

SUMMARY OF OTHER POLICIES IN THE PLAN

The General Plan includes the following concepts and policies which are intended to improve social conditions:

Housing

1. Inclusion of a percentage of low cost units in all new housing developments.
2. Building more multifamily units which tend to respond to smaller household sizes.
3. Maximizing use of federal housing programs.
4. Creation of local programs to increase the low cost housing supply.
5. Meeting special housing needs of families, the elderly, handicapped, and those needing community residential care.
6. Protection of rental housing from conversion to ownership housing.
7. Augmented fair housing enforcement and services to improve access of minorities, families, women, and others to housing.

Transportation

8. Prioritize transit service to dependent populations like the handicapped, elderly, children, those who cannot drive.
9. Improve service between areas of unemployment and job centers.

Health

10. Prioritize services to medically under served areas which are often areas with many poor and minority residents.
11. Modify land use regulations to facilitate creation of community based health care facilities.

Economic Development

12. A supply of jobs large enough to satisfy employment needs of the resident population.
13. Provision of job training, matching skills of the unemployed to the jobs available.

GENERAL GOVERNMENT

GENERAL GOVERNMENT

GOALS

DESIRED COMMUNITY CONDITION

- o Government which is efficient, effective, responsible and accountable to the citizens, and operated in a manner consistent with fundamental societal values.

COMMUNITY GOALS

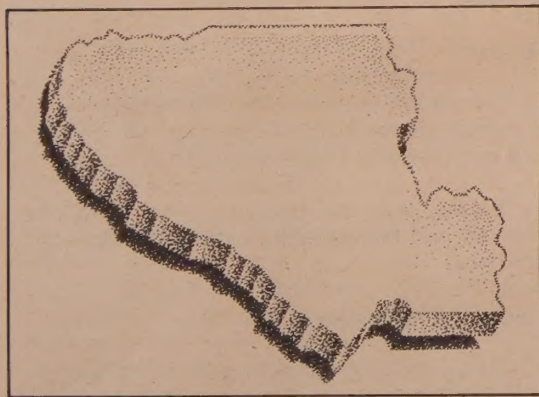
1. Local government organization and decisionmaking processes capable of dealing effectively with countywide problems and issues.
2. Land use, public facilities, and development plans and policies which meet the needs of present and future county residents, protect the county's environmental resources, and are consistent with countywide plans and policies.

OVERVIEW

The area of Santa Clara County includes 15 cities and a number of special districts. With the County, these separate jurisdictions comprise the government for the area.

The cities and the County, through their various plans, hold the key to the amount, location and type of development this area experiences. They also provide most of the urban services and facilities needed to support the metropolitan area. While each city is expected to be concerned for the wellbeing of its citizens, the County should be concerned for the quality of life of the residents of the entire area. The County also is responsible for a number of metropolitan functions, and has direct land use jurisdiction over the unincorporated areas.

This section of the plan addresses the structure of local government, the efficiency of local service provision, and the way it is financed in Santa Clara County. It also addresses the County's own governmental processes and how it proposes to implement, monitor and update the policies in this plan over which it has direct control, including the processes for administration and revision of the plan. Finally, means of assuring full opportunities for citizen participation are set forth.



COUNTYWIDE PLANNING AND INTERGOVERNMENTAL COORDINATION

The structure of local governments in Santa Clara County has evolved over a long period of time. As residents wanted a higher level of service than they could provide privately, they incorporated into a city or formed a special district to provide desired services. Many of the county's 15 cities were created for this purpose. Other cities were created to protect local community interests from outside encroachment via annexation.

Creation of special districts was seen as a way to meet a specific service need. When, for example, an unincorporated area was aging to a point that septic systems were failing or higher densities of development were desired, a sewer district would be created within the County jurisdiction.

Today, in Santa Clara County, there are fifteen diverse cities, 34 special districts and 40 school districts. Some of the cities are quite large like San Jose, with a population of nearly 600,000 people, some very small like Monte Sereno with about 3,000. Some have very affluent populations, some much less so. The boundaries do not generally follow geographical or logical limits nor do they generally define appropriate areas for solving problems that may transcend an individual jurisdiction. Despite this, city boundaries define the territories within which local government controls the land use, receives the revenues, and provides the services.

The Metropolitan Jigsaw Puzzle

Each city and the County defines permissible land uses within its jurisdiction as well as the rate at which growth will occur and what facilities and services will be provided.

Each city has its own general plan for local land use and urban development. Each general plan contains at least the nine elements mandated by state law. The result is a jigsaw puzzle plan and development pattern for the Valley as a whole.

The 15 pieces of the puzzle have been considered and created by 15 separate decision-making bodies. Each plan reflects the concerns and desires of its city's decisionmakers, who, in turn, are elected by residents of that particular city. For example, the plan of Los Altos Hills reflects a desire for low density semi-rural development. Maximum density in this community is one house per acre. The plan of Milpitas reflects a desire to improve the local tax base by the presence of ample industrial and commercial land available for such development.

Not surprisingly, these plans and policies, when put together into a guide for the larger urban community, show relatively little overall planning. As the Santa Clara Valley has become almost entirely urban and the cities in the county have meshed together into a continuous metropolitan area, the need for better coordinated land use decision-making has become more and more evident. Plans generated by isolated units of government without area-wide discussion are no longer adequate.

Most people in the county pay little attention to city boundaries in their daily lives. They get a job where they can and find a home where they can. Many people are linked to a city only for the purpose of electing a city council. Area-wide problems may be generally recognized, but it is difficult for city council people elected by residents to respond to them when they are addressing local concerns.

These problems even extend beyond Santa Clara County's borders into neighboring counties. People living and working in surrounding communities share many of the same concerns with people located inside Santa Clara County.

While present residents of individual cities may find their own living situation satisfactory, a number of problems discussed elsewhere in this Plan are escalating as a result of uncoordinated local planning.

- o The housing shortage grows worse making homeownership a possibility only for the wealthy, while the rental market is squeezed by lack of new construction and pressures for condominium conversion.
- o People moving into the area must find homes far from work and tolerate the resulting long commutes.
- o Commuters face more congested routes and greater time on the road.
- o Traffic in residential neighborhoods is increasing.
- o Valley-wide air quality is poor and may grow worse.



Need for Greater Coordination

Many of the employment, housing, transportation, social and environmental policies and actions can only be implemented by local governments working together. These problems are widely recognized by cities and residents, workers and businesses in the Valley.

Attempts have been made to promote cooperative problemsolving efforts by cities and the County. The Inter-City Council, (ICC), formed 25 years ago was one of the first intergovernmental organizations. At that time, it consisted of city mayors and members of the County Board of Supervisors.

Later, in 1968, a Planning Policy Committee (PPC) was formed to foster dialogue among planning commissioners and city council people from all cities and the County. Among the accomplishments of this body during its 10 years of existence were a plan for the San Francisco Baylands in Santa Clara County, and the Urban Development/Open Space Plan. This second plan defined general policies for the desired extent of urban development and open space land. It was generally endorsed by the County and the cities and laid down ground rules for outward expansion of urban areas that are still being followed.

Associations of city managers, planning directors and public works officials have also been formed to improve communication among local governments. In 1976, the County Charter was amended to create an Inter-Governmental Council (IGC). This body has taken over many of the functions of the now-disbanded PPC.

To date, representatives of cities and the County have not devised a common plan for the development and preservation of the Santa Clara Valley. However, inter-city discussions are now underway to develop an action plan to address some of the growth problems facing the county. This effort should be expanded to encompass the full range of our housing, transportation, and environmental problems, so that a single vision of land use growth and development which is shared by the entire community can be reached. The process to develop such a plan and commitments to implement it must be initiated immediately.

As a result of past annexation and development patterns, arbitrarily bounded cities each make important decisions about urban land use with little interaction with neighboring cities. Coordination of individual land use plans has been insufficient to guide overall growth. Reaction to multijurisdictional and Valleywide problems has been tragically slow to emerge.

Existing units of local government cannot independently define and carry out the measures necessary to solve the county's problems. The areawide jobs-housing imbalance and resulting housing, transportation and environmental problems have been recognized and growing for some time; but many local land use decisions still tend toward lower densities and fewer new housing units. Traffic snarls have also been difficult to respond to.

The public's perception as to the ability of existing local governments to solve areawide

GENERAL GOVERNMENT

problems is being shaped by current events. Local groups are initiating political actions to press for more housing, rent control, less traffic on neighborhood streets and other actions. The ability of the 15 cities and the County to address the basic causes of these problems will provide a clear test of our existing governmental structure.

A Stronger Forum is Needed

Local governments need ways to respond collectively to the many pressing problems which cross their boundaries. To achieve this purpose, a stronger and more widely recognized intergovernmental forum is vital. This forum should have representatives of all parts of the county, so that the diverse concerns of area residents can all be heard and considered before decisions are reached. This forum would need clearly defined relationships with existing units of government and be able to take a fresh look at all the planning done to date and pursue possible solutions aggressively.

The forum would need to be recognized by all local governments and have their participation in developing an areawide plan. The body should have the authority to review all land use decisions which may have areawide significance. It should also see that up-to-date information on areawide growth and change is maintained.

There are many models of governmental organization which could be implemented in Santa Clara County to improve the planning and land-use decisionmaking process. Information on alternative forms of governmental organization for countywide planning are included in one of the background reports prepared for the General Plan. One model for governmental organization was developed during the General Plan process as an example of an approach which is consistent with the principles for planning and land-use decisionmaking outlined below. These models of governmental organization, together with any others offered for consideration, should be evaluated by cities and concerned community groups in an open public process.



POLICIES

1. A more effective process for planning and a structure for land use decisions should be established in Santa Clara County, consistent with the following principles:

- An areawide general plan or policies addressing land use problems of areawide significance should be developed which the cities and the County accept and support. The plan should: 1) define land use problems of areawide concern; 2) establish a common set of growth and development goals; and 3) identify policies and actions to solve land-use problems.
- A process for developing the areawide plan and means for implementation should be clearly defined, visible and accessible to citizens and local agencies who wish to observe and provide input into the decisionmaking process.
- An effective means for implementing the areawide land use plan must be established.
- A representative countywide forum should be designated as: 1) responsible for debate and resolution of areawide land use problems; and 2) invested with

the authority to insure that local land use decisions are consistent with the areawide plan.

2. Land use decisions of local governments that have areawide significance should be consistent with a countywide land use plan which specifies:

- Desirable levels of future housing and employment growth for the county as a whole, as well as for major geographic subareas of the county;
- Plans for areawide transportation, sewage treatment, water supply, solid waste, and cultural facilities, as well as regional parks and open space areas;
- Areas inappropriate for future urban development; and
- Implementing actions to carry out the plan and the agencies responsible for carrying them out.

3. Federal, state, regional, and local planning regulatory, construction, and funding programs should be coordinated to achieve consistency.

A Need For Immediate Action

The effort to implement these policies must begin immediately. The forum for intergovernmental action must be defined so that the substantive work of putting together a countywide plan based on existing city plans and valleywide issues can get underway. This discussion could be initiated by existing countywide intergovernmental organizations such as the IGC or the ICC or by a new organization, convened specifically for the purpose of preparing an areawide plan and establishing a means for implementing the plan. Once developed, this plan must be recognized and used as a general framework for local decisionmaking. It should also strengthen the county's position in competing for State and Federal grants and aid.

IMPLEMENTATION

1. Establish a visible public process where local governments, interest groups and citizens in Santa Clara County can discuss and evaluate alternative forms of governmental organization to carry out responsibilities for:

- Discussing and resolving countywide issues and problems;
- Preparing a countywide plan; and
- Reviewing land use, public facilities, and development proposals which may have significant adverse impacts beyond the borders of the jurisdiction in which they are proposed.

(Implementors: Cities, County, Special Districts)

2. Use the adopted County and city plans as the basis for the development of a countywide plan which specifies:

- Desirable levels of future housing and employment growth for the county as a whole, as well as for major geographic subareas of the county;
- Plans for areawide transportation, sewage treatment, water supply, solid waste, and cultural facilities, as well as regional parks and open space areas;
- Areas inappropriate for future urban development; and
- An action program which identifies actions to be taken to implement the plan and agencies responsible for carrying them out.

(Implementors: Cities, County, Special Districts, the Intergovernmental Council or other such intergovernmental organization)

3. Use the jointly agreed upon plan to secure state and federal program decisions more favorable to the county and to satisfy state-mandated planning requirements with a

minimum of individual agency work.

(Implementors: Cities, County, Special Districts)

4. Use the countywide plan as a basis for reviewing proposed federal, state, and regional planning, construction, regulatory and funding programs affecting Santa Clara County.

(Implementors: Cities, County, Special Districts, Regional Agencies, State Agencies, Federal Agencies)

5. Discuss the county plan with local governments in neighboring counties.

(Implementors: County, Cities, neighboring counties)

GOVERNMENTAL ORGANIZATION AND FUNCTIONS

Since there are many different units of local government in Santa Clara County, service inefficiencies exist because many small agencies are providing the same service within a city or geographic area. Voter approval of tax cutting initiatives like Proposition 13, is a clear statement that taxpayers want their government to be efficient and reduce costs of service wherever possible.

Rising costs and reduced revenues make it imperative that the system for local public service provision be made as efficient as possible. Units of local government in Santa Clara County have never been reviewed for their fit and overall efficiency in meeting needs at lowest possible cost to area taxpayers.

A state-level blue ribbon committee appointed by the governor after passage of Proposition 13 analyzed the problems facing local governments and recommended possible ways to streamline local governmental functions. It also proposed that these approaches be evaluated within all parts of the state. A countywide review of existing governmental organizations and functions is needed.

POLICIES

1. Governmental functions and responsibilities should be evaluated to ensure efficient provision of government services, given limited governmental resources.

IMPLEMENTATION

1. Review and evaluate local governments in Santa Clara County to:

- Examine ways in which the efficiency and/or effectiveness of the delivery of public services provided by local government can be enhanced;
- Increase ways in which equipment, facilities, personnel and revenue among and within various agencies of government can be shared; and
- Continue to explore ways and conditions under which government functions can be reallocated among governmental agencies.

(Implementors: Inter-Governmental Council, County, Cities, Private Industry)

2. Seek state enabling legislation to require that the actions and policies of special districts be consistent with adopted County and city urban development policies.

(Implementors: County Board of Supervisors)

GOVERNMENTAL FINANCE

That cities are set up to use the property tax and sales tax to raise most of the revenues needed to pay for services and facilities is one of the fundamental obstacles to cooperative planning for metropolitan growth. The size of the property and sales tax revenues that any city receives is totally dependent on assessed valuation and the volume of sales at properties located within its borders.

GENERAL GOVERNMENT

Because of their high revenue potential and relatively low costs to service, job-producing land uses like industrial parks and shopping centers have generally been considered by cities to be the most lucrative. After Propositions 13 and 4, the only surefire fiscal winner appears to be commercial land use because of the sales taxes it generates. All other urban land uses may cost more to serve than they generate in tax revenues.

City planning for growth has been heavily and adversely influenced by these fiscal incentives. One result has been the county's haphazard pattern of urban development outlined earlier in this report. Another has been an ongoing battle among cities for revenue-producing development and a poor distribution of revenues among cities in relation to the service and facility needs of their residents. Because of the way land has been developed, some cities have much stronger tax bases than others. As a result people living in Milpitas or San Jose are now receiving relatively much lower levels of service than people living in Cupertino or Palo Alto, even though they are all paying the same property tax rate.

Most of the potential for new residential growth is in Milpitas, San Jose, Morgan Hill and Gilroy because other parts of the north county have been developed. These cities have not to date received many of the non-residential land uses which have strengthened the local tax base of other cities in the county. The ability of cities in this area to sustain new growth will be severely limited if the present tax structure remains unchanged.

As an example, San Jose has already taken action to limit the rate of new housing construction in specific areas of the city. Development moratoria and increased fees paid by new home builders are becoming more common as the city tries to cope with the ever-increasing costs of new services and facilities. If the city cannot solve its fiscal problems, it may be forced to continue to lower service levels or take dramatic action to stop population growth.

There is one other aspect of our present local governmental tax structure which has led to development patterns not in the best interests of the area population. City council members approving new development make fiscal concerns a primary criterion. The total cost to area taxpayers of this development is not reviewed. Industrial proposals, which may look very good to city decision-makers in terms of fiscal benefits, may actually carry many hidden costs which must eventually be paid by city taxpayers. These include special service and facility provisions for industry, pollution control measures, and other off-site impacts such as increased traffic congestion which may occur some distance away from the site of the new development.

Future land use decisions should not be based on local fiscal impacts. Tax structure reforms are needed to accomplish this purpose.

A way must be found to provide needed services to people living throughout the county and to take fiscal issues out of land use decisionmaking.

POLICIES

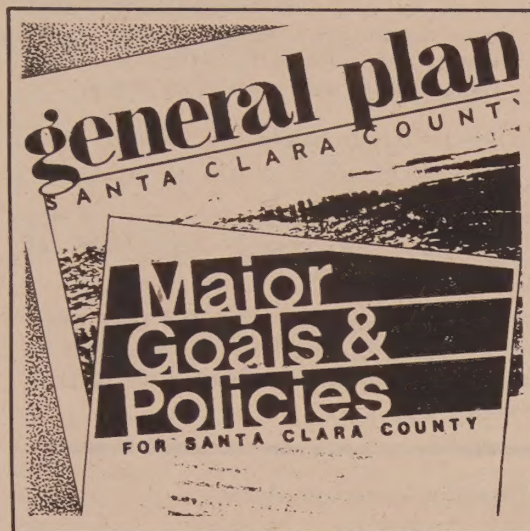
1. The local government tax structure should be reformed so that:

- a. Revenue is distributed to cities so that a basic level of service can be provided to all county residents;
- b. Existing fiscal disparities among cities are reduced; and
- c. Fiscal considerations are no longer an overriding factor in local government economic development and housing policy decisions.

IMPLEMENTATION

1. Initiate work to develop a proposal for state enabling legislation which would allow county voters to choose to have all sales tax revenues and all other local taxes collected by the State but returned to cities and the County to be pooled on a countywide basis and equitably distributed among the cities and the County.

(Implementors: County, Cities)



THE GENERAL PLAN AND COUNTY GOVERNMENT

The County's General Plan is part of the County's developing system of comprehensive governmental management. It is the intent of the County to integrate economic, social and physical goals and policies with implementing programs in a comprehensive budgeting management process. Goal setting, functional planning, budgeting, program implementing, and monitoring are to be accomplished by elements which make up the comprehensive framework. The elements are:

1. The Annual Statement of Major Goals and Policies
2. The General Plan, and Other Major Functional plans
3. Annual County Budget Process
4. Implementing Programs, Services and Activities
5. Monitoring of Conditions and Resources, and Evaluation of Programs and Activities.

The Annual Statement of Major Goals and Policies

The Annual Statement of Major Goals and Policies reflects the quality and direction of activities of the County government for the enhancement of the human and physical resources of the County. The statement is annually reviewed with proposals for changes and adopted by the Board of Supervisors after substantial public input. The County Executive is to formulate and present to the Board of Supervisors plans for its implementation of goals. The Annual Statement of Major Goals and Policies provides a basis for establishing County programs, approving the budget and considering proposals presented to the Board of Supervisors.

Included are: fundamental values; desired community conditions, organized into 12 categories with associated community goals; and major County government policies regarding programs and activities.

The General Plan and Other Major Functional Plans

The purpose of the County General Plan is to promote an optimum quality of life for present and future residents. The policies and actions specified in the Plan are to be implemented by the County wherever possible, and to be viewed as advisory recommendations to cities and other agencies in the County to consider in working toward achieving their own and countywide goals. California law makes the General Plan the center of the local planning process and sets forth a number of standards and criteria for the development and administration of local general plans.

The other major functional plans, e.g. Justice, Title XX, and Mental Health, specify objectives for their respective programs, identify strategies, designate priorities, allocate funds, and provide a framework for the administration and evaluation of programs. These functional plans should be integrated when feasible to achieve more comprehensive, functional planning for the County. The plans of the County should also be integrated into required regional plans, the plans of the cities and districts, and with statewide goals and policies.

Annual County Budget Process

The County's annual budget is a yearly process for adopting a plan for financial operation. It includes an estimate of proposed expenditures for all the county's programs and activities with proposed means of financing them. Included are:

- o Assessment of the County's fiscal capacity and access to state and federal funding proposals, and review of allocations to County program activities and facilities in the context of goals and plans.
- o Through the budget process, the Board of Supervisors determines the nature and level of implementation of its plans. Also included is review of the capital improvement program.
- o The budget and capital improvement program are adopted by the Board of Supervisors after substantial public input. The capital improvement program is required by state law to be consistent with its General Plan, including acquisition and disposition of county-owned lands.

Implementing Programs, Services and Activities

The County implements its goals, policies and plans through the ongoing provision of services and the regulation of private activities. The General Plan governs a variety of regulations which are required by state law to be consistent with the General Plan. It also presents an array of implementing actions. The major decisions regarding programs and regulations designed to achieve the goals of the County and this plan are made by the Board of Supervisors. The Board bases its decisions on the assessment of potential physical, environmental, social and economic impacts of proposals and the ongoing monitoring of conditions and evaluation of programs.

Monitoring of Conditions and Resources and Evaluation of Programs and Activities

Public input to the above processes as well as a variety of monitoring and evaluation activities are the means whereby the County revises its goals and policies to meet changing conditions, and redirects its programs and regulations to keep them consistent with the goals and policies. It is the intent of the Board of Supervisors to review the County General Plan annually.

The County's comprehensive Budget and Management Information System enables the monitoring of revenues and expenditures relative to County goals and programs. Other information systems enable monitoring the extent to which County programs and facilities are used. Other monitoring and evaluation activities are directed to conditions and programs, as needed.

THE COUNTY GENERAL PLAN AND STATE PLANNING OBJECTIVES

The State law declares that:

Decisions involving the future growth of the state, most of which are made and will continue to be made at the local level, should be guided by an effective planning process, including the local general plan, and should proceed within the framework of officially approved statewide goals and policies directed to land use, population growth and distribution, development, open space, resource preservation and utilization, air and water quality, and other related physical, social and

GENERAL GOVERNMENT

economic development factors. (Government Code Section 65030.1)

The Santa Clara County General Plan is consistent with state objectives as stated in the Urban Strategy, 1978, and various state laws and policy statements:

1. Renew and maintain existing urban areas, both cities and suburbs. (Urban Strategy, 1978)
2. Develop vacant and under-utilized land within existing urban and suburban areas and presently served by streets, water, sewer, and other public services. Open space, historic buildings, recreational opportunities, and the distinct identities of neighborhoods should be preserved. (Urban Strategy, 1978)
3. When urban development is necessary outside existing urban and suburban areas, use land that is immediately adjacent. Non-contiguous development would be appropriate when needed to accommodate planned open space, greenbelts, agricultural preservation, or new town community development. (Urban Strategy, 1978)
4. Maintain, improve, and enhance the quality of air, water, and land resources according to state and national standards and local needs. (Adapted from Public Resources Code Sections 21000 et seq.)
5. Ensure the preservation of open space lands for scenic beauty, recreation, the conservation of natural resources, the production of food and fiber, the separation and definition of developed areas, and the protection of public health and safety. (Adapted from Government Code Section 65560 and 65561)
6. Protect the state's most productive farm and rangelands from conversion to non-agricultural uses. (Adapted from Government Code Section 51220 and 54790.2)
7. Foster the provision of "a decent home and a suitable living environment" for "all economic segments of the community." (Adapted from Health and Safety Code 37122 and Government Code Section 65302 (c))
8. Conserve water, air, and energy by considering the effect of future development on these resources and by encouraging new development which uses public facilities currently available and minimizes the need to travel. (Adapted from Public Resources Code Section 21001 and the 1978 Environmental Goals and Policies Report)
9. Provide transportation facilities and services that are adequate and efficient and that significantly reduce hazards to human life, pollution, noise, disruption of community organizations, and damage to the natural environment. (Adapted from Government Code Section 14000)
10. Identify and reduce hazards to health and property from natural and man-made conditions, including floods, fires, landslides, soil erosion, seismic activity, excessive noise, and congested and unsanitary living conditions. (Adapted from Water Code Section 8401, Government Code Section 26215, and Health and Safety Code Sections 33071 and 37121)

The General Plan governs the County's land use and development regulations and capital improvement programming which are required by State law to be consistent with the Plan.

THE COUNTY GENERAL PLAN AND OTHER LOCAL AGENCIES AND GROUPS

As stated elsewhere, the County General Plan is addressed to the whole array of institutions which comprise the community of Santa Clara County. While it is a directive for the departments and agencies governed by the Board of Supervisors, it is presented as a recommendation to the cities and other agencies which comprise local government. It is also addressed to the many private institutions, firms, and citizens as an invitation to work together toward a more healthy and rewarding metropolitan county.



ADMINISTRATION OF THE GENERAL PLAN

State law mandates that upon adoption of the General Plan, the local planning agency shall:

- o Investigate and recommend to the legislative body reasonable and practical means for implementing the General Plan.
- o Render an annual report on the status of the Plan and progress in its application.
- o Promote public interest in and understanding of the General Plan, and regulations relating to it.
- o Consult widely with community organizations and public officials regarding carrying out the Plan.
- o Review proposed public works and acquisitions/dispositions of public real property regarding conformity with the Plan.

State law further requires that a number of County actions be consistent with the General Plan, including its Open Space Element. They are: zoning; subdivisions and parcel map approvals; reservation of land for public purposes within subdivisions; building permits which must be consistent with the Open Space Element; special housing programs, public and private projects subject to provisions of the California Environmental Quality Act; and a variety of other possible County actions.

The State General Plan Guidelines state that "the general plan rests on current community values and an understanding of existing and projected conditions and needs. Because these change over time, a county's general plan program must be a continuous process."

POLICIES

1. The County's General Plan shall be administered in conformance with State mandates.
2. Amendments to the General Plan proposed by the public shall be considered only during the annual review of the Plan so that the cumulative impact of proposed amendments may be assessed.
3. City land use decisions should be subject to review for consistency with this Plan.

IMPLEMENTATION

1. Prepare and distribute an annual report on the status of the General Plan and progress in its application. Include in the report a review of the implementing actions proposed in the Plan and recommend which actions, relative to potential resources, should be included in the year's work program and budget. (Implementor: County Planning Department)
2. Review the annual General Plan report and determine the work program emphasis for the coming year to further implement the Plan. (Implementors: County Planning Commission, Board of Supervisors)
3. Include comments in the annual General Plan report on the current appropriateness of the Plan and recommend parts for review

based on changing community conditions and needs.

(Implementor: County Planning Department)

4. Review the General Plan and consider individual requests for amendment once a year based on the annual General Plan report, community input, and individual requests, the review to be scheduled in relationship to the annual goals review.

(Implementors: Board of Supervisors, Planning Commission, Intergovernmental Council)

5. Include in the General Plan review, as appropriate, consideration of relationships to other categories of County goals and functional plans in order to develop more effectively integrated planning of County functions.

(Implementors: Board of Supervisors, County Departments)

6. Adopt amendments to the General Plan, as appropriate, following input from (a) community groups and local agencies and (b) recommendations from the Planning Commission and the Intergovernmental Council.

(Implementor: Board of Supervisors)

7. Instruct appropriate agencies to implement whatever changes in regulations or programs are necessary to insure consistency with the General Plan.

(Implementor: Board of Supervisors)

8. Develop a process for review of proposed public works and acquisition/disposition of public real property for consistency with the General Plan, in accordance with State mandates.

(Implementor: County)

9. Maintain the public information program regarding community conditions and needs and the planning process.

(Implementor: County Planning Department)

10. Maintain the programs of citizen participation and intergovernmental coordination regarding the planning process.

(Implementor: County)

CITIZEN PARTICIPATION IN THE PLANNING PROCESS

The Board of Supervisors has long encouraged a high level of public awareness of community issues and public participation in community decision-making. This is in agreement with state planning law which declares it the policy of the state that the planning process involve the public through public hearings, informative meetings, publicity and other means and that the public be afforded the opportunity to respond to clearly defined alternative objectives, policies, and actions. (Government Code Section 65033)

State law further specifies that in preparing a general plan, "the planning agency shall consult and advise with ... civic, educational, professional and other organizations, and citizens generally to the end that maximum coordination of plans may be secured and properly located sites for all public purposes may be indicated on the general plan." (Government Code Section 65304)

Other sections of the Government Code require that prior to adopting a general plan, an element, or an amendment to a general plan, the planning commission and legislative body each must hold at least one public hearing (Government Code Sections 65351 and 65355). The Housing Element Guidelines require the housing element to be developed "through a decision-making process which is accessible to and directly involves all economic segments of the community." (Title 25, California Administrative Code Section 6468)

Following the adoption of the general plan, the planning agency must also "consult and advise with ... civic, educational, professional and other organizations, and citizens generally with relation to carrying out the general plan" (Government Code Section 56400(d)). These are minimum requirements. But because citizen participation is so central to the plan's successful development and implementation, cities and counties should go well beyond these minimum requirements.

APPENDICES

Since the General Plan with its associated goals and implementing programs affects individual residents and the community at large, it is appropriate that active citizen participation be sought in the regular review of the General Plan and in implementing the actions specified in the Plan.

For participation to be effective, several conditions are required:

- o Information must be available regarding community conditions, issues to be resolved, and feasible alternatives for action so that the community can make rational decisions.
- o Information must be available to community members regarding the organization of the government and the community organizations in the private sector so that community members can work through the processes of identifying common objectives, building coalitions, resolving conflicts and thus bring local government to effective decisions.
- o The specific activities of Plan review and decision-making must be understandable and accessible to the public. Local community organizations or special task force committees are important contributors to the review process.
- o In order to maintain public confidence in the process, local government must follow through and implement its decisions. Participation must be worth the effort.

POLICIES

1. Broad public awareness and participation shall be assured in the County's policy formulation.
2. Information necessary to assess community conditions and foster appropriate actions shall be maintained and made available.
3. Maximum coordination and cooperation with the private sector in achieving shared goals shall be sought.
4. The productive role of community associations shall be recognized and their continuing participation in the planning process shall be promoted.
5. County government shall work with local, regional, state and federal governments to identify and resolve problems and produce laws and regulations which are in the best interest of Santa Clara County residents.
6. Problems which citizens experience in their dealings with County government shall be resolved in a timely and efficient manner.
7. County government goals and policies shall be based on current assessments of community conditions and needs, and all decisions and activities of County government shall be directed towards the achievement of the major goals of the community.

IMPLEMENTATION

1. Establish a program of public information and participation regarding General Plan implementation.
(Implementor: County)
2. Provide programs to develop and maintain contact with community organizations to facilitate participation in the process of annual review of the General Plan.
(Implementor: County)

APPENDICES

DETAILED LAND USE POLICIES

Included within this section are a collection of detailed policies for specific areas and special circumstances.

DENSITY CRITERIA FOR THE RURAL RESIDENTIAL DESIGNATION

In addition to the Rural Residential Density Criteria listed on the land use map, a suitable building site, leachfield site and suitable road/driveway access to each parcel must be demonstrated. Many of the large lots which are subject to further land division within the Rural Residential Areas were found to have limitations for land development which need attention at the time of subdivision. The following criteria shall be used for Rural Residential areas until such time as a comprehensive set of General Plan criteria for building sites, septic leachfields, and access have been developed and adopted by the Board of Supervisors.

Suitable building site areas shall be:

1. Accessible from roads and driveways which meet acceptable criteria for their location and meet County standards.
2. Located so that there is an acceptable septic tank leachfield area where pumping is not required.

The footprint of the building shall be outside of:

1. Floodways and other areas of special inundation hazard according to the Santa Clara Valley Water District.
2. Natural slopes above 30%.
3. Areas of potential geological instability including:
 - o Landslides which in the judgment of the County Geologist have a moderate or greater probability for movement following proposed alterations.
 - o Fault traces and setbacks from fault traces to account for branch faulting to a width of 50 feet, or more if determined to be needed by the County Geologist.
 - o Areas which have a high liquefaction potential including lands underlain by Bay Mud and lands near creeks which are considered hazardous for building by the County Geologist.
 - o Fills of unknown or unstable composition.
4. Land subject to seiche wave splash hazard surrounding County reservoirs as determined by the County Geologist.
5. Lands which are accessible only through hazardous areas unless hazards can be sufficiently mitigated. These include: (1) insufficient bridges; (2) one lane roads; (3) active landslides; (4) roads not accessible to fire equipment.
6. Lands where structurally damaging soil creep is occurring and where such soil creep will be accelerated by building pad construction and vegetation removal.
7. Unreclaimed quarries.
8. Lands where maximum combined depth of necessary vertical cuts and fills does not exceed 10'.
9. Lands within an official fire hazard area where there would be 10 or more dwellings on a dead-end road of over 800 feet in length.

Suitable leachfield site area shall be:

1. At least one-half acre per lot or potential building site is required. Slopes of less than 20% are recommended. Grading to artificially create an area of acceptable size shall not be allowed.
2. Depth to groundwater shall be greater than 10 feet from the surface in wet season testing. (Tests are required in areas within 200' of creeks, and watercourses and areas of known high groundwater as mapped on General Plan Maps).
3. The leachfield area shall not be subject to flood hazard or problem drainage which would interfere with functioning of the septic system.
4. Tests are required to determine if the depth of permeable soil meets the requirements of the Regional Water Quality Control Board.
5. This required area shall not be located:
 - a. Within 100 feet of creeks and watercourses.
 - b. Within 200 feet of reservoirs.
 - c. Within 100 feet of wells.
 - d. Within 50 feet of a cut bank, or within 50 feet of a property line where individual wells may be used for domestic water supply.
6. Landslides with moderate or greater potential for activation and the land within 30 feet of the uphill side of such landslides (subject to the County Geologists review) may not be used as the required area.

Suitable roadway/driveway locations shall not traverse areas:

Where natural slopes are greater than 30%; where cuts and fills to achieve the desired road width cannot be limited to a maximum combined total of ten feet; where there is high soil creep potential; where landslide potential following alteration is moderate or greater in the opinion of the County Geologist; where there are unstable fills; or in areas of natural creek dependent vegetation.

Heritage Resources and Other Policies

Roads, building sites and leachfield areas shall be located where they would conform to all County General Plan requirements such as noise compatibility, heritage resource protection, etc.

LOS GATOS WATERSHED LAND USE POLICIES

Boundaries

The Los Gatos Watershed includes all the land in Santa Clara County which drains into the Lexington Reservoir below Lake Elsan.

General Plan Designation

The Los Gatos Watershed is designated Resource Conservation - Hillside.

County Standards

Because of the severe problems of fire protection, including water supply and pressure, access and service; domestic water supply and quality; general watershed water quality; erosion; road maintenance; circulation, and road safety; geological hazard issues; and, protection of the natural environment, in the portions of the Los Gatos Watershed with lots of 10 acres or less, no new building shall be permitted and no building sites created or new lots created except with the strictest adherence to County Standards and criteria.

Variances to zoning setbacks shall be allowed only when it can be found that there will be no adverse traffic or other safety or health impact. Setback variances are not intended to be used to secure building site approval for otherwise unbuildable parcels.

Commercial Land Uses

1. Until the conclusion of the Water Quality Study, commercial land uses should be limited to those properties currently serving commercial functions.
2. If commercial land uses are needed in the future they should be located near existing commercial uses.
3. New commercial land uses should be Neighborhood Commercial, permitting uses which satisfy local day-to-day needs and do not result in additional traffic from outside the Los Gatos Watershed.
4. No commercial development such as motels and restaurants, which generate high levels of sanitary waste shall be allowed to develop on septic tanks.
5. Prior to establishment or expansion of a commercial use, assured, dependable and adequate water pressure shall be demonstrated, appropriate to the specific use.

Industrial

No new industrial uses shall be approved.

Non-Conforming Parcels in County Ownership

The County should retain ownership of any non-conforming parcels acquired as a result of tax delinquency unless the parcels can be merged with adjacent developed parcels and /or unless an open space easement is applied to the parcel.

Logging

There shall be no commercial logging within those areas that are primarily residential where lots are generally less than 10 acres. Within these areas, limited tree harvesting not requiring heavy equipment shall be allowed, taking not more than 10% of the existing board feet in any five year period.

Deficiencies

The County shall seek correction of substandard health and safety related conditions at the time of resale of dwellings.

Implementation

1. Correction of Deficiencies

The County shall design a program and adopt appropriate codes to inspect structures within the Los Gatos Watershed at the time of resale and require correction of health and safety deficiencies.
(Implementor: County)

2. Commercial Needs

Standards and guidelines should be developed for the future amount of commercial activities needed in the Los Gatos Watershed.
(Implementor: County Planning Commission)

SAN MARTIN LAND USE POLICIES

San Martin has been designated a Rural Residential Area. Interim policies shall remain in place until a Detailed Land Use Plan is developed.

San Martin boundaries encompass the area between Middle on the North; Masten on the South; the East Foothills and West Foothills, (excluding those areas previously annexed to Morgan Hill).

General Policies:

1. County Policy will actively preserve the unique, rural character of San Martin and protect it from gradually becoming the same as other urban areas of the County.

To protect this character, the County should allow little additional subdivision.

2. Land use decisions regarding San Martin should reinforce the basic Urban Development Policies of the County. Uses which are truly urban in type and could logically be

developed in a City rather than in San Martin should be developed in a City. The County should not compete with cities for commercial and industrial tax generating land uses.

3. The County endorses the concept of self-determination for San Martin. The County Staff should provide help to local residents in achieving this objective.

4. San Martin should be viewed as a distinct entity, with unique rural characteristics, and whose future status is unresolved.

San Martin should not be viewed as an inventory of vacant land for expansion of existing cities, or additional institutional uses.

- o Existing private land use should be retained.
- o Any additional development will require additional government services. A long term study should be undertaken to determine the best alternative method to provide these services, and assure adequate financing of necessary services.
- o The area needs a long range development plan, including but not limited to zoning. The plan should specify ultimate zoning, and a timetable over which these lands would be eligible for development. Provisions should be made to provide normal governmental services to these developable properties.
- o New development should be evaluated by the residents of San Martin for its ability to compliment existing uses.
- o A committee of San Martin residents should be selected to develop this long range plan.

Industrial Uses

1. Industrial uses should be designated on the Plan only in locations where permits have been granted. Along the Llagas Creek, where soils have rapid percolation properties and in flood rate zones, new industrial uses should not be designated and new and pending applications should be denied.

2. New or significantly expanded industries should not be allowed on septic systems if they generate liquid industrial wastes, or generate greater amounts of sanitary waste than a single-family house.

3. Industrial uses with highly flammable materials should not be allowed to be established or expanded unless served by hydrants or a water supply adequate in volume or pressure for fire suppression.

4. New industrial uses should be deferred until (1) a Detailed Plan can be provided specifying areas eligible for industrial development, (2) until provisions have been made for necessary governmental services.

Commercial Land Uses

1. Existing commercial uses are deemed to be adequate.
2. Until the conclusion of the Water Quality Study, commercial land uses should be limited to those properties currently serving commercial functions.

3. The long range plan should seek to identify properties which may be eligible for commercial development by virtue of their location, traffic flow, or proximity to other commercial uses, and should specify a timetable over which they would become developable. Expansion of services; i.e., water, sewer, street widening, etc., should be provided for, prior to approval for development.

4. New commercial land uses should be designated Neighborhood Commercial, permitting uses which satisfy local day-to-day needs and do not result in significant additional traffic from outside of San Martin.

5. No commercial development such as motels and restaurants, which generate high levels of sanitary waste shall be allowed to develop on septic tanks.

6. Prior to establishment or expansion of a commercial use, assured, dependable, and adequate water pressure shall be demonstrated to be appropriate to the specific use.

7. It is recommended that the residents of San Martin develop standards and guidelines for the amount of commercial activities that will be needed in the future.

Institutional Land Uses (Excluding the Airport)

1. County facilities currently serving the entire South County as well as the residents of San Martin may continue to be provided to the South County from the San Martin location.

2. County service expansions which would require new facilities to be built in San Martin should be reviewed to determine if alternative methods, not requiring new facilities, can be found for the provision of these services. There should be local citizen input to making a decision to build a new facility in the area.

Airport: Policies to be determined.

Residential Land Uses

1. Existing Residential Land Uses should be allowed to continue in San Martin.

2. No lot splits or subdivisions, which result in lots less than 20 acres should be allowed, until a long range zoning-service plan has been developed and implemented. Lot splits and subdivisions which were approved prior to the Interim Ordinance, should be eligible for building permits, if they meet all other requirements.

3. If at the conclusion of the Water Quality Study, it is found that the residents of the area favor smaller lot sizes than 20 acres, an area plan for circulation, drainage, water supply, sanitary waste disposal (based on findings of the Water Quality Study), schools, and public safety services, should be developed. Prior to the initiation of a policy for lots smaller than 10 acres, there must be an operating mechanism (special districts, etc.) to fund and coordinate services and improvements.

Areas in Federal Floodways, Flood Hazard Rate Zones and Areas of Rapid Percolation Soils:

These areas should be designated areas of special concern. Activities permitted should be limited to only those specific uses which: (1) do not involve the potential for contamination of surface runoffs, (2) will not require additional septic tank systems, (3) will not have the potential for generating large volumes of organic liquid waste, or (4) will not add potential for significant volumes of nitrates of sodium salts to the aquifers.

Agricultural Land Uses

1. Current agricultural uses should remain intact.
2. New development should be compatible with existing agricultural uses.
3. Changes should be made by rezoning property as it becomes eligible for development under a long range San Martin plan.

Community Design

A Community Design Plan is needed for San Martin specifying tree planting requirements, sign and setback standards, and underground power requirements. The County should landscape its facilities.

Scenic Highway

The portion of Highway 101 (By-Pass) in San Martin should be considered a scenic highway.



general plan

SANTA CLARA COUNTY

SANTA CLARA COUNTY GENERAL PLAN ADOPTION SCHEDULE

All public hearings for the General Plan will be held in the Board of Supervisors Chambers, 70 West Hedding Street, San Jose, California.

County Planning Commission will review the Plan on the following dates:

September 4, 1980	1:30 p.m.
September 18, 1980	1:30 p.m.
October 2, 1980	1:30 p.m.

Board of Supervisors will review the Plan on the following dates:

October 6, 1980	1:30 p.m.
October 20, 1980	7:00 p.m.
November 10, 1980	7:00 p.m.

The Board may schedule additional meetings if necessary.

If you wish to testify at the public hearings, please prepare a written statement as well as your public comments.

For information on the County General Plan proposals, contact:

Bruce Freeland or Cheri Jensen at 299-2521.

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